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# A Case Study of the Collaborative Professional Development Activities Between Public School LEAs and Catholic Schools in the Diocese of Richmond.

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A CASE STUDY OF COLLABORATIVE PROFESSIONAL DEVELOPMENT ACTIVITIES  
BETWEEN PUBLIC SCHOOL LEAS AND CATHOLIC SCHOOLS IN  
THE DIOCESE OF RICHMOND

A dissertation submitted in partial fulfillment of the requirements for the degree of  
Doctor of Philosophy at Virginia Commonwealth University.

by

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## Abstract

### A CASE STUDY OF COLLABORATIVE PROFESSIONAL DEVELOPMENT ACTIVITIES BETWEEN PUBLIC SCHOOL LEAS AND CATHOLIC SCHOOLS IN THE DIOCESE OF RICHMOND

By David John Urban, Ph.D.

A dissertation submitted in partial fulfillment of the requirements for the degree of  
Doctor of Philosophy at Virginia Commonwealth University

Virginia Commonwealth University, 2010

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The purpose of this qualitative study was to examine the perceptions of collaboration between public and Catholic school administrators using the involvement in the federal Title II professional development program as the subject area. Volunteer participants were interviewed using a researcher-developed and pilot study tested-interview guide. Four locations were selected covering 8 sites and 11 total participants. Interview transcripts, researcher observations and researcher notes were used to describe the participant perceptions and develop the study's emerging themes of communication and attitude.

The study found a consistency among the perceptions of local education agency (LEA) public school division professional development (Title II) program directors as a group and among Catholic school administrators as a group along five specific areas. These areas were:

(a) the interpretation of NCLB, (b) the process used during the annual planning cycle, (c) the level of participation in professional development programs, (d) the collaboration between public and Catholic school administrators, and (e) future collaborative professional development goals.

The research revealed less consistency in the perceptions held between Catholic schools and their supporting LEAs. The research also supported a direct correlation between the level of communication between the Catholic school and the LEA as well as the attitude of involvement in the professional development training process held by each participant. The study found that locations where the participants perceived an active and engaged communication were most satisfied with their professional development training programs. Similarly, those participants perceiving few opportunities for interaction were least satisfied and most frustrated.

This qualitative study includes recommendations for developing more effective lines of communication between the Catholic Dioceses of Richmond, Catholic school administrators and public school LEAs. This can be accomplished through modifications to the LEA's professional development planning cycle and closer interactions between the LEA, the Diocese of Richmond and the Catholic schools. The researcher also identifies areas for future research in his recommendations.

## **CHAPTER 1. INTRODUCTION**

The guidelines formerly published by federal and state departments of education based on requirements set by the Elementary and Secondary Education Act (ESEA) established limited participation of Catholic schools in federally-funded programs. The local education agency (LEA) then used these federal and state guidelines to develop policies and procedures to include participation of private schools in the request and use of federal program funds supporting one of the goals of the Federal Department of Education, Office of Non-Public Education to “ensure that private school students and teachers are included in projects and initiatives of the Department” (U.S. Department of Education [USDOE], 2006a, p. 1)

The No Child Left Behind Act of 2001 (NCLB) combined many of the programs formerly under separate laws, expanded established programs, and introduced new programs to education. The objectives of NCLB have had an impact on state education agencies (SEAs) and, in turn, LEA operating policies, affecting the management of title funding programs within their education systems. Regarding the policies and procedures for Title II, Part A, professional development funds under NCLB, the basic groundwork for interaction between public and private schools was already set in place by the ESEA requirements. Further development of the policies and procedures under NCLB, sec 9501b, require the LEA “after timely and meaningful consultation with appropriate private school officials, provide to those children and their teachers or other educational personnel, on an equitable basis, special educational services or other

benefits that address their needs under the program” (USDOE, 2007a). Further guidance is provided for the LEAs to effectively conduct the consultation process through the Federal Office of Elementary and Secondary Education, as noted below.

An LEA generally begins the consultation process each year by contacting private school officials representing the private schools located within its boundaries. One way to accomplish this is for the LEA to extend an invitation to officials of the private schools and convene a meeting with them during which LEA officials describe the Federal education programs and allowable activities available to private school students and teachers, explain the roles of public and private school officials, address the specific needs of private school students and teachers, and provide opportunities for the private school officials to ask questions and offer suggestions. A consultation process that involves an LEA simply sending a letter to private school officials explaining the purpose of Federal education programs and the LEA’s intent to apply for funds is not adequate. Likewise, a letter merely describing the services that an LEA intends to provide for private school students, without any prior consultation, is not sufficient (USDOE, 2006b, p. 7).

An analysis of the entire NCLB Act is beyond the scope of this study and the researcher has narrowed his focus to the implications of Title II, Part A, Teacher and Principal Training and Recruiting Fund as applied to Catholic schools and as it is managed by the Virginia State Education Agency through a sampling of school divisions commonly known as LEAs. The work reflected here is intended to present the perceptions of public and Catholic school administrators regarding the interaction between the LEAs and Catholic schools in this regard. This study may also serve as a starting point for additional research into political and social science areas that could include an analysis of the pros and cons of providing federally-funded professional development programs to Catholic schools as well as supporting or refuting NCLB as a socially “just” law.

### **Background for the Study**

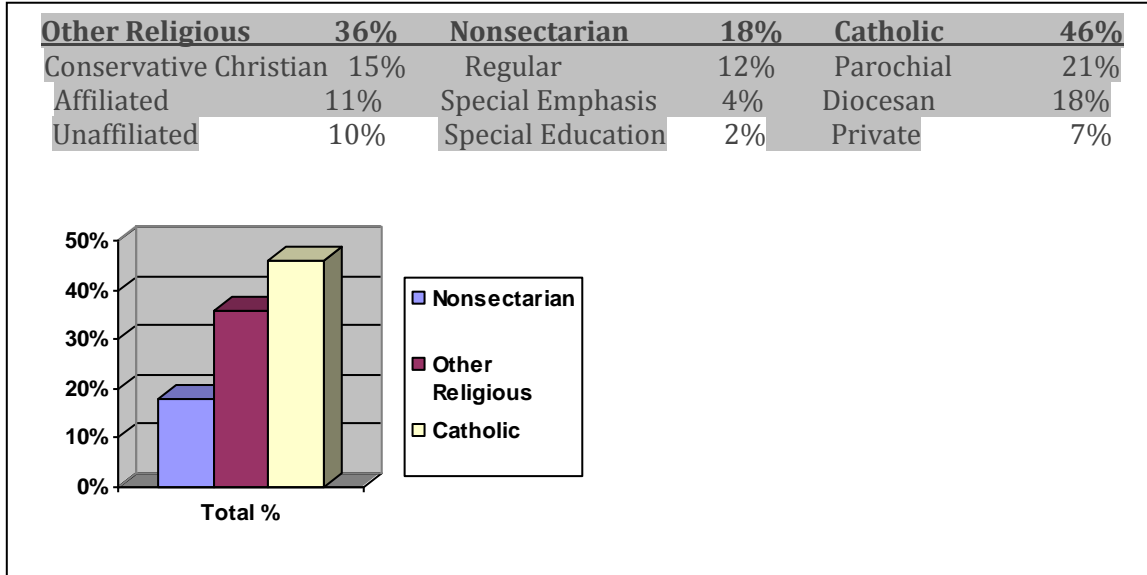
Monies available under NCLB are allocated to states based on enrollment. In Virginia, for school year 2006-2007, the state received a Title II, Part A allocation of \$48,633,403.00 to

distribute based on its student enrollment of 1,221,544 for grades pre-k through 12 (Cannaday, 2006; Virginia Department of Education [VDOE], 2006). The SEA bases the allocation to each LEA on collected enrollment data submitted during the request for funding process. The LEA gathers enrollment information and program interest information from each of the schools, both public and private, in its geographic area. It is important to note the LEA is able to include the enrollment from all private schools in its request for Title II funds. It is not known whether or not the LEAs actually do include private school enrollments in their applications for funding.

For the purpose of this study, the researcher has chosen to treat the public and private school enrollments as separate rather than as combined into the public school enrollment total. This increases the total number of students in the state and decreases the per student dollar amount. Therefore, the affective dollars are kept to a minimum.

Data from the National Center for Educational Statistics (NCES) show that 46% of all private school students attend Catholic schools (NCES, 2006). Figure 1 depicts the survey results in graph form. It then follows that the total number of students serviced by the allocation would be the public school enrollment plus the private school enrollment.

The researcher used the following method to determine the approximate total number of private school students in Virginia. Using enrollment data for 2006 from the VDOE (1,221,544 students), the Diocese of Arlington (18,404 students) (Catholic Diocese of Arlington, 2008, p. 8), and the Diocese of Richmond (11,400 students) (D. Erby, personal communication, December 5, 2006), one can make an estimate of the Title II dollars authorized for Catholic school use within the Catholic Diocese of Richmond (CDR).



*Figure 1.* Characteristics of private schools in the United States: Results from the 2003-2004 Private School Universe Survey (3/2006).

From *Characteristics of Private Schools in the United States: Results From the 2003-2004 Private School Universe Survey*, National Center for Education Statistics (NCES), Private School Universe Survey, March, 2006.



Table 1 illustrates the calculation process used to determine Title II, Part A benefits to public and private schools based on their populations.

Table 1

*Title II, Part A. Funds Calculations for Virginia Public, Private, and Catholic Students*

Calculation	Description
$64,791 + 1,221,554 = 1,286,355$	Total Virginia students
$18,404 + 11,400 = 29,804$	Total Virginia Catholic students
$29,804 / .46 = 64,791$	Total Virginia private students
$\$48,633,403 / 1,286,335 = \$37.80$	Total dollars available per student
$\$37.80 \times 64,791 = \$2,449,099.80$	Total dollars available to Virginia private students
$\$37.80 \times 29,804 = \$1,126,591.20$	Dollars available to Virginia Catholic schools
$\$37.80 \times 11,400 = \$430,920$	Title II dollars available to serve CDR <sup>a</sup> schools

<sup>a</sup>CDR = Catholic Diocese of Richmond

In telephone inquiries to determine eligibility to receive funds for his school, the researcher found that out of four public school LEAs in the Richmond area, two did not respond to telephone inquiries, one did not know how Title II money was allocated, and one stated that Title II money was only for public school use. This study seeks to explain these inconsistencies.

In conversation with other Catholic school principals, the researcher found that Catholic school and diocesan administrators are similarly unaware of the benefits authorized under NCLB and, in particular, the Title II entitlement.

### **Overview of the Study**

The sensitivity of a state board of education or a public school LEA sharing fiscal management practices with an outsider (researcher) required promoting this study as a neutral

inquiry that would lead to positive enhancements. The information concerning the fiscal management practices cannot be isolated from the human factors that influence those practices at the school board and superintendent levels. Data collection through personal interviews with both the Catholic school principals authorized to receive training and the public school officials authorized to provide the training opportunities was the least threatening process and enabled the researcher to “understand the feelings, values, and perceptions that underlie and influence behavior” (Qualitative Research Consultants Association, 2005, p. 1).

McRoy (2005) underscores the preference of qualitative over quantitative methods in this type of situation noting that samples are small and purposively selected. This allowed the researcher to identify relative data that related directly to refining the focus of the case study. Qualitative research uses detailed descriptions from the perspective of the research participants themselves as a means of examining specific issues and problems under study.

Ledbetter (2008) offers a decision matrix for determining research design and methodology types. Her matrix offers the researcher a map to selecting a design by asking questions relating to the use of human subjects/participants, use of statistical analysis, and the use of interviews, observations, member checks, and peer debriefings. Applying her process to this proposal led to the selection of a qualitative (naturalistic) method design.

### **Brief Overview of Literature**

In the professional development section, the researcher has reviewed three studies concerned with professional development from three different views: professional development for teachers, professional development for principals, and the role of each in the professional development process.

The Catholic Diocese of Richmond, established in 1820, is one of the oldest in America. It was started amid persecution and grew in obscure secrecy (Fogarty, 2001). The development of the Richmond diocese and the current diocesan school structure and governance are presented.

Interpretation of federal and state Supreme Court case law implicating the use of federal funds (or services) to private schools changes as court decisions are made. These decisions then serve as a basis for development and change to state policies and law. Examples of case law will be followed by an explanation of NCLB, Title II, Part A and the requirements set forth by NCLB regarding private schools and the Virginia regulations applicable to support of private schools.

### *Case Law*

Five separate cases were chosen for review to support the courts' stand on the use of public funds (services) by private schools. The first of these cases was *Lemon v. Kurtzman* (1971). This case established a set of criteria later used by courts as a test for actions violating or supporting the Establishment Clause that defines the nature of allowable ventures between government and church entities (*Lemon v. Kurtzman, 1971*).

The second case, *Zobrest et al. v. Catalina Foothills School* (1993), applying the *Lemon* test, allowed a government employee paid by federal funds under Individuals with Disabilities Education Act (IDEA) to work in a private school. *Agostini v. Felton* (1997) expanded *Zobrest* allowing federal money under the Title I program to provide teacher resources to private, sectarian schools.

In *Mitchell v. Helms* (2000), the justices' decision on the use of differing sources of federal funds (Chapter 2 under ECIA, 1981, and Title I under ESEA of 1965) broadened the scope of applicability of federal programs to private, particularly religious affiliated, schools.

Lastly, *Zelman, Superintendent of Public Instruction of Ohio, et al. v. Simmons-Harris et al.* (2002) is the first case that addresses financial aid to parents who choose to enroll their children in private schools.

#### *NCLB, Title II, Part A*

The entitlements to private schools are outlined in NCLB Sec.9501. In general, SEAs and LEAs servicing children enrolled in private schools in their geographic areas, after timely and meaningful consultation with appropriate private school officials are to provide to those children and their teachers or other educational personnel, on an equitable basis, special educational services or other benefits that address their needs under the program.

The services or other benefits must be secular, neutral, and nonideological and be provided equitably and in a timely manner. These requirements apply to funds awarded to a LEA under Part A of Title II only to the extent that the LEA uses funds under that part to provide professional development to teachers and others (USDOE, 2007b).

Consultation among the SEA, LEAs and private school officials is required under NCLB. Topics to be discussed include children's needs; what services provided when and where; how assessment of services and student performance will be determined; the size and scope of equitable services provided to private school children, teachers, and other educational personnel; and the amount of funds available. Furthermore, ongoing consultation is required throughout the implementation and assessment of activities (USDOE, 2007a).

#### *Virginia Regulations*

The Virginia State Regulations of Catholic Schools site (USDOE, 2000) clearly states several issues that will require further clarification in light of NCLB. Although the regulations were written in consideration of other federal programs then in affect (IDEA, ESEA, Eisenhower

Professional Development State Grants, and Class-size Reduction Programs), the combination of former programs and the increased recognition of private schools as partners in education required modification and a redefining of current state regulations.

Recently, the Virginia Department of Education released guidelines to LEAs defining the responsibilities and actions required by NCLB for private education facilities as stated in the U.S. Department of Education nonregulatory guidance. This guidance provides the “what” must be done but leaves the “how” up to the SEA/LEA (USDOE, 2005).

*U.S. Department of Education Report of Private School Participation in Federal Programs Under NCLB*

This report describes participation of private school participants in federal education programs, the consultation process between private schools and public school districts, and public school district allocation of federal funds for services for private school participants. The results presented in this report are based on surveys conducted in 2005-2006 among a nationally representative sample of public school districts with at least one private school located within their boundaries and a nationally representative sample of private schools located within the boundaries of the sample districts (USDOE, 2007c).

**Rationale for the Study**

Virginia’s constitution, Article VIII, section 10, clearly states Virginia’s position on appropriating funds to private (nonpublic) schools saying no appropriation may be made to any school not owned or exclusively controlled by the state or a political subdivision; provided, the General Assembly may make appropriations for the elementary and secondary education of Virginia students in nonsectarian private schools (Constitution of Virginia).

The funds received under titled programs by the Virginia SEA and further distributed to LEAs do not become the property of the state and are still subject to the guidelines established for management of funds under NCLB. The LEAs, in their enrollment figures submitted for title program funding, consider students attending private (including Catholic) schools as part of this enrollment (based on census, tax data, population surveys, etc.) and are then required to include all such schools in the use of the title program funding.

The State Board of Education exercises accreditation over private schools through its granting of accreditation authority to the Virginia Council for Private Education (VCPE) (Virginia Board of Education Resolution, 1993). VCPE further delegates 13 private school associations, specific to their own venue, as accreditation members (VCPE, 2007). This is an important point to consider since the state requires ongoing professional development as part of its own accreditation requirements for public schools (“VDOE Licensure Renewal Manual,” 2007). The Virginia Standards of Quality also establish a clear link between professional development and teacher recruitment, employment, and retention as noted below: “F. Schools and school divisions shall include as an integral component of their comprehensive plans required by § 22.1-253.13:6, high-quality professional development programs that support the recruitment, employment, and retention of qualified teachers and principals. Each school board shall require all instructional personnel to participate each year in these professional development programs” (Code of Virginia, § 22.1-253.13:5).

In addition, although teacher certification is not mandated by the state for private schools, the VCPE considers teacher certification in its accreditation of private schools and may deny accreditation on this basis. The Richmond Diocese Office of Catholic Schools also lists teacher state certification as a requirement for employment in a diocesan school (Catholic Diocese of

Richmond, 2007). The professional development for teachers and principals in Catholic schools as a requirement for certification becomes as critical as for the public school teachers and principals.

The Superintendent of Public Instruction for Virginia issues guidance for NCLB funding requests to LEA superintendents through the use of memorandums. These memorandums direct the LEAs to prepare requests for federal title-program funds in accordance with federal program regulations (Wright, 2006a). The LEAs have the requirement to consult the private schools in their geographic area to develop the professional development needs within their LEAs.

In the city of Richmond alone, the 2006-2007 Entitlement for Title II, Part A, was \$2,239,569.52 (Cannaday, 2006). The portion attributed to and used by private schools use is unknown. The portion of this total that was used for professional development that included Catholic schools is also unknown. As a result, the impact this entitlement had on improving Catholic school student, teacher, and administrator performance cannot be measured.

The value gained by the LEAs aggressively seeking out the professional development needs of private schools is not simply the compliance to law or the potential increase in federal funds. The true value is increasing teacher and principal performance to best serve all students. This becomes apparent when one considers the requirements set by the Virginia Standards of Accreditation for transfer students coming into public schools. Students who transfer into a Virginia public school from another public or a VCPE-accredited nonpublic school receive credit for all K-8 coursework completed (Virginia Board of Education, 8 VAC 20 131, 2007).

Beyond the dollars and cents, Catholic schools have an impact on the economic position of an area in other ways that parallel the goals of the public schools; producing valuable citizens to the community, they improve the living conditions and the economic potential for the growth.

The tradition of private, in this case Catholic schools, is one of academic excellence, moral development, and the building of the social capital necessary to facilitate the coordination and cooperation of the entire community—the same tradition that formed our public schools.

### **Purpose**

The purpose of this study was to describe the perceptions of both the LEAs and the Catholic school administrators in their roles of providing professional development for their faculties under NCLB. This study did not address compliance issues but focused on the “best practices” used by LEAs and Catholic schools in providing professional development. Although court cases and studies have been conducted in other areas concerning collaboration between public and private schools, no research has been found dealing specifically with the Title II professional development requirements set forth in NCLB. This study addressed that void in research.

### **Research Questions**

In light of the recent guidelines sent to LEAs by the VDOE, the main questions became:

1. What is the LEAs professional development coordinator’s perception of the policies, processes, and procedures that include Catholic schools in professional development programs required under NCLB?
2. What is the LEAs professional development coordinator’s perception of the involvement of Catholic schools in professional development programs?
3. How do Catholic school administrators perceive NCLB affecting their professional development programs?



## **Design and Methods**

The researcher chose schools in the CDR and the public school LEAs servicing these schools with federal program funds as a convenience sample based on accessibility and density within each of the public school LEAs. The CDR schools and the corresponding public school LEAs were invited to participate in the study through a letter of introduction.

The researcher was given approval for this study by the Virginia Commonwealth University (VCU) Institutional Review Board (IRB) prior to conducting any interviews. All information was secured and all identities protected.

The case study qualitative design gave flexibility to the data gathering and allowed the researcher to identify and pursue new avenues pertinent to the study as the interview process continued.

The researcher used accepted methods of ensuring trustworthiness of the data including peer debriefing, triangulation, thick description, making the data available to other researchers, establishing an audit trail, reflexivity, and negative instance.

Upon completion of the first interview, the researcher began using an inductive approach to data analysis first by reviewing the recorded interview and then matching nonverbal cues from observation and field notes and coding voice inflection to the recording. Nonverbal cues were included as marginal notes to the transcriptions and voice inflection was distinguished using a color code system to identify emotions contained in the speech. Notations to the transcription of the interview indicated these additions. Similarities and patterns identified as possible themes and categories were later added to coded data.

## **Acronyms and Definitions**

**CDA:** Catholic Diocese of Arlington: One of two Catholic diocesan offices serving the state of Virginia.

**CDR:** Catholic Diocese of Richmond: Under control of the bishop, it is the central office for all Catholic guidance and coordination within the diocesan geographic boundary.

**ESEA:** Elementary and Secondary Education Act of 1965. Original law establishing overarching federal direction to education throughout the nation. It identified federal program funding available to states and set guidelines for compliance.

**ICEL:** The Institute for Catholic Educational Leadership. A program designed to make a unique and significant contribution to the leaders, educators, students and parents who value Catholic and private education.

**IDEA:** Individuals with Disabilities Education Act. A law ensuring services to children with disabilities throughout the nation. IDEA governs how states and public agencies provide early intervention, special education and related services to more than 6.5 million eligible infants, toddlers, children and youth with disabilities.

**LEA:** Local Education Agency: In the public school system, this is the lowest level of control overseen by a school board. This normally occurs within a county, city, or municipality.

**NCLB:** No Child Left Behind Act of 2001: Federal law establishing direction to education throughout the nation. It is the latest version of the updated and reauthorized law approved by Congress.

**OCS:** Office of Catholic Schools: Office in the CDR responsible for guidance and coordination of P-K-12 grade level schools within the diocese.

**SEA:** State Educational Agency: Also known as the State Department of Education. This is the office responsible for all public education action within the state to include requesting and disbursing of federal program funds.

**SM:** Superintendent's Memo. Communication vehicle for the Virginia Superintendent of Schools to all offices impacted by the Virginia Department of Education.

**USDOE:** United States Department of Education. Office of the federal government that promotes student achievement and preparations for global competitiveness by fostering educational excellence and ensuring equal access.

**VCPE:** Virginia Council for Private Education. The body empowered by the Virginia State Department of Education to accredit nonpublic schools in Virginia. State recognition comes through accreditation granted by any of the 13 VCPE state recognized accrediting members.

**VDOE:** Virginia Department of Education. The state department whose mission is to lead and facilitate the development and implementation of a quality public education system that meets the needs of students and assists them in becoming educated, productive, and responsible citizen.

## **CHAPTER 2. REVIEW OF THE LITERATURE**

This chapter begins with a brief history of the Catholic Diocese of Richmond (CDR). The researcher provides background to the importance Catholic education has in the Richmond area. This portion of the literature review is important because it recalls the very beginnings of public education in the United States as it developed from a religious based, community maintained schoolhouse to the separate public and private systems we have today. An explanation of the structure and governance of Catholic schools in the diocese concludes this section.

The researcher used case law, federal laws, and state regulations to establish the relationship, definition, and limitations in using public resources in Catholic schools. The cases have defined a working relationship between public and Catholic schools and have established boundaries that have become standards for legal review. Although not specifically addressing No Child Left Behind (NCLB), the parameters established by the courts in these landmark cases offer a mechanism for applying public resources to Catholic education and also offer a history of how the resulting conflicts were resolved. This study examined the perceptions of both the public system federal funds manager (at the Local Education Agency [LEA]) and Catholic school principals toward services provided under Title II, Part A, of the No Child Left Behind Act of 2001 in the area covered by the CDR. The researcher has not found any other studies that address this topic or location.

NCLB has its roots in the Elementary and Secondary Education Act (ESEA) of 1965. This law is the primary source of federal funding to K-12 school LEAs throughout

the nation. Congress must reauthorize the law every 5 years. The latest iteration of the reauthorization was done in January 2002, and was titled the No Child Left Behind Act of 2001 (Petracco, 2002). Along with the additional increases to the law's funding to state and local educational agencies, additional requirements for student accountability and teacher quality were also added to the 2001 revision.

These additional requirements have created state and local level student accountability and teacher professional development policies and procedures that vary between LEAs and between states. The guidelines furnished by the federal department of education have given state level departments of education a common ground to develop their own guidance to local LEAs. The final policies and procedures for implementing NCLB requirements are defined at the local LEA level. A summary of a report by the Urban Institute, Washington, DC for the U.S. Department of Education titled: *Private School Participants in Federal Programs Under the No Child Left Behind Act and the Individuals with Disabilities Education Act: Private School and Public School District Perspectives* (USDOE, 2007c) gives insight to the perceptions held by both public and private school administrations toward use of Title I program funds in various IDEA programs.

Lastly, professional development, in any profession, is necessary for the ongoing education of employees be it for proficiency, promotion, or personal well-being. For teachers, it is also a necessity driven by a profession that is so fluid it requires teachers to constantly adapt to the situation and learn as they go. Aside from being a requirement for recertification, professional development allows for mentoring and learning from seasoned teachers as well as sharing of new concepts in education from novice teachers.

In the professional development section, the researcher has reviewed three studies concerned with professional development from three different views: professional development for teachers, professional development for principals to fulfill their leadership roles, and the role of each in the professional development process.

### **History of the Catholic Diocese of Richmond**

The earliest beginnings to the establishment of a Catholic diocese in Richmond began with the short-lived settlement of the East Coast by the Spanish in the early 1500s. Failing to settle the area, the English claimed the area and named it Virginia. They established a settlement in Jamestown in 1607 and, with it, the religion of the motherland, Protestantism (Fogarty, 2001).

During this same time period in England, the Guy Fawkes Rebellion (the Gunpowder Plot) in 1605 drove a wedge between Catholics and Protestants. Guy Fawkes, a Catholic, was implicated in a plot to blow up the Parliament buildings and hanged as a traitor to England. The British crown and the Protestant Church viewed the plot as a conspiracy by the Catholics against the throne. British resentment traveled with the early English Protestant settlers as they developed settlements along the east coast of America (Fogarty, 2001).

Religious freedom was not a promise guaranteed to any non-Protestant believer. Persecution at the hands of the English, ill will felt by the Native Americans, and the harshness of the new land all worked against early Catholic settlers. Freedom to worship only came as a result of the American Revolution (Fogarty, 2001).

Clustered around the banks of the Potomac River in Stafford County, a small group of Catholics formed their first settlement. Other settlements peppered the area known as Virginia from Norfolk in the southeast to Wheeling in the northwest. The concentration of Catholics in Virginia eventually grew large enough to support its own diocese and, in 1820, the two Catholic

dioceses of Richmond and Wheeling were formed to minister to the territory of Virginia (McCluskey, 1964).

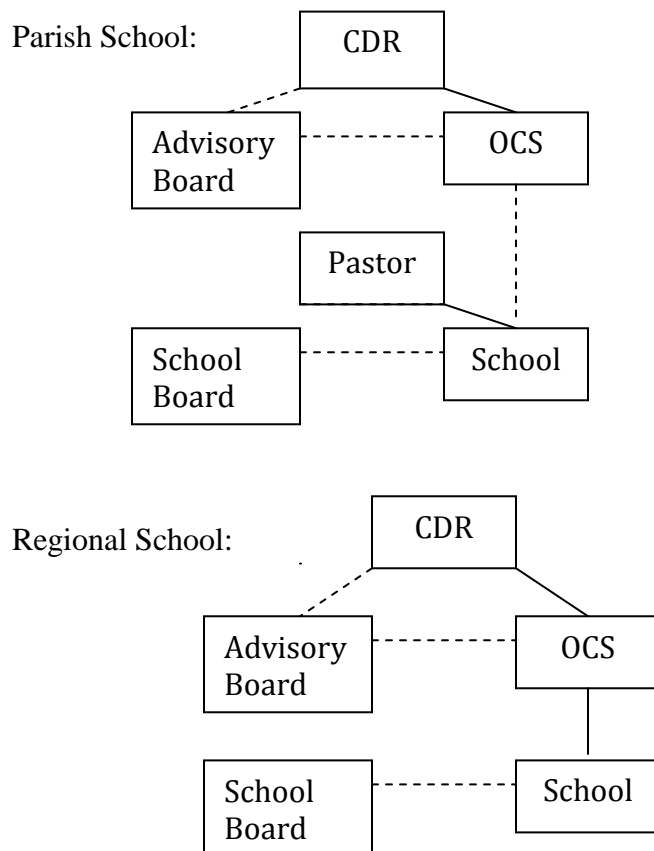
Catholics, primarily poor Irish, German and Italian immigrants, remained as inconspicuous as possible in a country primarily dominated by Protestants both religiously and politically. Those that could moved out of the point of entry in Norfolk to less populated and more rural areas in the western parts of the territory. There, they established their own Catholic mission communities. By 1850, the Virginia territory had 18 parishes spread across the two dioceses. Two major changes occurred to the size of the diocese since it was established in 1820. First, the northern edge of the diocese was moved to the control of the Wheeling diocese in 1866 after the 1863 division of Virginia and the newly formed West Virginia (Pike Street Industries, 2005). This gave the Diocese of Richmond control over all of the present day state of Virginia. A second change came about in 1974 when the Diocese of Arlington was established for the pastoral care of a now densely populated northern Virginia (Fogarty, 2001).

### **Richmond Diocese School Structure and Governance**

The CDR maintains control over the schools in the diocese through the Office of Catholic Schools (OCS). The OCS is the primary resource for principals for issues pertaining to operation and personnel and works with the principals to implement all diocesan policies and programs. The OCS also serves as the coordinating office for the implementation of the consensus curriculum, school accreditation, certification of teachers, professional development programs, school finances and educational legislation (CDR, 2008a)

The Diocesan School Advisory Board provides consultative support to the Bishop and to the Chief School Administrator at the OCS. The members on the board represent all regions of the diocese that contain schools. A similar structure, the local school board, is in place at each

school to consult and support the pastor and principal. All boards consult in the area of development, strategic planning, finance and building and grounds and have four standing committees: finance, development, building and grounds, and long range planning. Recommendations of the board committees do not become policy unless the person responsible for the school approves the policy (CDR, 2008b). Figure 2 shows the hierarchy of control elements (solid lines) and advisory elements (dashed lines) for one school—one parish (parish school) and one school—multiple parishes (regional school).



*Figure 2.* CDR hierarchies in regional and parish schools.



In the area of professional development, each school is required to schedule ten professional development training days each school year. The diocese uses two of these days for region-wide or diocese-wide training on topics of concern and interest. The areas selected for professional development come from input by teachers and administrators throughout the diocese (CDR, 2008c).

### **Case Law**

Five court cases were selected based on their impacts on collaboration between the government and private sectarian schools. Listed chronologically the cases are *Lemon v. Kurtzman* (1971), *Zobrest et al. v. Catalina Foothills School LEA* (1993), *Agostini v. Felton* (1997), *Mitchell v. Helms* (2000), and *Zelman, Superintendent of Public Instruction of Ohio, et al. v. Simmons-Harris et al.* (2002).

The *Lemon v. Kurtzman* (1971) case involved the spending of public money for salary supplements to private schools teachers for secular instruction and the books and supplies necessary to carry out the instruction. The case arose in both Rhode Island and Pennsylvania where public funds for salary supplements and materials were contested as support to religion. The focus of the decision was the inability to separate the secular from the nonsecular in the value to the religious organization. The main recipient was the Catholic school system.

*Lemon v. Kurtzman* (1971) established a set of criteria later used by courts as a test for actions violating or supporting the Establishment Clause. The three core requirements for actions in question are: (a) the action must reflect a clearly secular purpose, (b) the action must have a primary effect that neither advances nor inhibits religion, and (c) the action must avoid excessive government entanglement with religion. If all three criteria are met, the action does not favor religion and is allowable. This case not only provided the distinct criteria for ruling actions

illegal but also suggested that, under certain circumstances, aid to Catholic schools using federal funds may be allowed under law (*Lemon v. Kurtzman*, 1971).

Rees (2005) notes a difference in the way courts view application of the *Lemon* test to those cases involving money and those involving prayer. She notes that courts have continued to apply the three prongs of the test to prayer cases since 1971, but have effectively ceased to do so in cases involving funding since 1980 (Rees, 2005). This difference may be an inconsistency in the interpretation of how the *Lemon* test is applied or it may indicate the need to redefine the application to only those cases involving prayer issues.

In *Zobrest et al. v. Catalina Foothills School* (1993), the *Lemon* test was used to overturn a lower court decision and allow the use of public funds for services to a student in a Catholic school. *Zobrest* held that a LEA must provide interpreter services under the Individuals with Disabilities Education Act and the Free Exercise Clause of the First Amendment to a child with a hearing impairment attending a Roman Catholic high school and that the Establishment Clause did not prevent such services (applying the *Lemon* test). This case upheld the use of an interpreter citing the child as the primary beneficiary and the action of the interpreter neither added nor subtracted from the school's sectarian environment but merely interprets whatever material is presented to the class as a whole. This case allowed for use of federal funds under IDEA at a private school by a government employee (*Zobrest et al. v. Catalina Foothills School LEA*, 1993).

In the next case, *Agostini v. Felton* (1997), the judges held that a federally-funded program providing supplemental, remedial instruction to disadvantaged children on a neutral basis is not invalid under the Establishment Clause when such instruction is given on the premises of sectarian schools by government employees under a program containing safeguards

such as those present in New York City's Title I program. This is a change to the prior use of federal money under the Title I program since it was used to provide teacher resources to private, sectarian schools (*Agostini v. Felton*, 1997).

The Supreme Court based its decision in *Agostini* on earlier cases. In particular, *Witters v. Washington Department of Services for the Blind* (1986), which allowed grant aid to a blind student attending seminarian training since the benefit went to the student and not the school, and *Zobrest* which allowed public employees to perform secular duties in sectarian schools. In *Agostini*, the Supreme Court application of the Lemon test reversed an earlier decision in *Aguilar v. Felton* (1985). The *Aguilar* decision placed an undue burden upon the government to uphold the court's decision by forcing public schools to spend millions of dollars in providing religiously neutral educational sites. Petko and Wood (2000) noted that the location of services must be practical and show cooperation from both public and parochial schools. The *Agostini* ruling allowed use of sectarian facilities for Title I instruction. Unexpected benefits of the *Agostini* decision to the public school systems was the saving of funds and the flexibility in designing the Title I policies and procedures.

In *Mitchell v. Helms* (2000), the use of federal funds for teacher resources given to public and Catholic elementary and secondary schools was expanded. In this case Chapter 2 of the Education Consolidation and Improvement Act of 1981 channels federal funds via state education agencies (SEAs) to local education agencies (LEAs). The LEAs, in turn, lend educational materials and equipment, such as library and media materials and computer software and hardware, to public and private elementary and secondary schools to implement "secular, neutral, and nonideological" programs. The justices' decision using differing sources of federal funds (Chapter 2 under ECIA, 1981, and Title I under ESEA of 1965) broadens the scope of

applicability of federal programs to private, particularly religious affiliated, schools (*Mitchell v. Helms*, 2000).

An insight is given by the Becket Fund to an underlying issue of anti-Catholic sentiment and the resistance to a Catholic rise in political power:

We argued that the modern notion of prohibiting funding for children attending ‘sectarian’ schools is in fact a remnant of widespread Nineteenth Century anti-Catholicism. In response to Catholic immigration and rising political power, many States in the late Nineteenth and early Twentieth Centuries instituted laws prohibiting funding for children attending Catholic schools, while maintaining the Protestant public school system [reading the King James Bible was permissible in most states, while even bus transportation and textbook loans for students at parochial schools was attacked]. The outcome of this case [*Wirzburger v. Galvin*, (1998)] may have great ramifications for our school choice lawsuit in Massachusetts (Becket Fund, 2007).

The last case for review, *Zelman, Superintendent of Public Instruction of Ohio, et al. v. Simmons-Harris et al.* (2002), approved the Ohio program which provides tuition aid for certain students in the Cleveland City School LEA to attend participating public or Catholic schools of their parent’s choosing and tutorial aid for students who choose to remain enrolled in public schools. Both religious and nonreligious schools in the LEA may participate, as may public schools in adjacent school LEAs. Tuition aid is distributed to parents according to financial need, and where the aid is spent depends solely upon where the parents choose to enroll their children. The judges ruled that Ohio’s program is entirely neutral with respect to religion and does not offend the Establishment Clause since the financial benefits go directly to the parents and not to the school. This is the first case that addresses financial aid to parents who choose to enroll their children in private schools (*Zelman, Superintendent of Public Instruction of Ohio, et al. v. Simmons-Harris et al.*, 2002).

The continuous reinterpretation of decisions made by the Supreme Court is evident in this case as well. Gryphon (2003) defines two categories of Supreme Court decisions. In one

category are cases involving programs that directly aid religious organizations or subsidize religious activities. In the other category are the challenged programs that offer aid directly to individuals, who then make choices about where to use the aid. *Zelman* falls into the second category offering aid directly to individuals who then make choices about where to use the aid.

The cases reviewed define the evolutionary view of the application of public funds to Catholic education held by the Supreme Court. Over time, the members of the court have changed and with them, the attitude and interpretation of the constitution as it applies to an every changing society. The general views of a separation between church and state when discussing religious schools and the public benefits that can be applied have not changed by definition but have changed by identification. Whether funds support private, and, in particular, religious schools or support individual students, has become a key factor in application of public resources.

Acknowledging the gradual shift in the Supreme Court position of religious, and in particular, Catholic schools in federal programs, we see an increasing acceptance of participation in titled federal programs when legal challenges are presented. The ESEA first established the parity between private and public schools under rights to Title I funds. As Congress reinstated the ESEA in 5-year cycles, acceptance of involvement and services by both private and public school systems became more widely supported. The current iteration of ESEA, NCLB, expanded the realm of participation and the scope of funds and services available to private schools under titled programs and the inclusion of private schools in the planning, execution, and reporting of professional development programs conducted by the LEAs (No Child Left Behind Act of 2001a).

## **Federal Law and U.S. Department of Education**

### **Policies and Guidelines**

In this section the researcher reviewed the sections of NCLB, Title II, Part A, Preparing, Training, and Recruiting High Quality Teachers and Principals, as they pertain to inclusion of private schools. The law clearly establishes “what” must be done to accommodate both public and private schools without dictating “how.” The purpose of this part of the law (Title II), given in sec. 2101, “is to provide grants to State educational agencies, local educational agencies. . .to increase student academic achievement through strategies such as improving teacher and principal quality. . .and accountable for improvements in student academic achievement” (No Child Left Behind Act, 2001a, §2101[1] and [2]).

The grants given by the Secretary are based on the applications made by each state and originating with each LEA. The state is the agency level responsible for carrying out the letter and spirit of the law. Each application submitted for grants must include “an assurance that the SEA will comply with section 9501 [regarding participation by private school children and teachers and pupil services personnel]. This includes assisting LEAs in establishing professional development programs for teachers and principals and equitably involving private schools in such programs. These programs can be centered on professional growth, certification, licensing, or other requirements needed for becoming a highly qualified teacher” (No Child Left Behind Act, 2001a, §2112[b][12] and §2113[c][6]).

In establishing a professional development program for its teachers, the LEA is required to conduct a needs assessment as part of the application process. This assessment must include participation by teachers, principals, paraprofessionals (aides), relevant school personnel, and parents from the public school community as well as input from the private schools in the LEA

geographic area as a requirement for both the SEA and LEAs establishes the inclusion of private schools in Title II programs (No Child Left Behind Act, 2001b).

Under section 9501, the SEA and LEAs shall “after timely and meaningful consultation with appropriate private school officials provide to those children and their teachers or other educational personnel, on an equitable basis, special educational services or other benefits that address their needs under the program” (No Child Left Behind Act, 2001b, §9501[a][1]). The “their” in this section refers to the needs of the private school personnel. This establishes the flexibility of a private school to author a separate professional development program if the LEA program does not meet the private school needs. In either case the services or other benefits, including materials and equipment, “must be secular, neutral, and nonideological” (No Child Left Behind Act, 2001b, §9501[a][2]), and, “Nothing contained in this Act shall be construed to authorize the making of any payment under this Act for religious worship or instruction” (No Child Left Behind Act, 2001b, §9505) thus avoiding entanglement between public and private/religious schools. Lastly, specific rules of construction for Federal, State, or Local level control over private (Catholic) schools stating, “Nothing in this Act shall be construed to permit, allow, encourage, or authorize any Federal control over any aspect of any private, religious, or home school” (No Child Left Behind Act, 2001b, §9506[c]).

Consultation is a requirement of the LEA or SEA if no programs occur at the LEA level, during the design and development of programs under Title II, Part A. a list of issues appear in No Child Left Behind Act, 2001, §9501 and will be addressed later in this literature review.

Contingencies are given for occasions when no title support is available to private schools. These are contained in No Child Left Behind Act, 2001 §9504 and include intervention

by SEA if LEA program is unable to meet the needs of the private school or at the Secretary level if SEA is unable to meet those needs.

The law thus being established, sets into motion nonregulatory guidance at various levels to secure operation in compliance with the law and provide commonality of terms, definitions, policies, and, procedures. Generally speaking, the guidance distributed from the level of the law's origin is published first. This guidance is then further defined to state and local level educational agencies that apply their own supportive guidance. This lower level guidance cannot refute or contradict higher-level guidance. Unlike the law itself, which is rarely changed in substance until its next scheduled review, the guidance produced by the various educational levels is updated as the interpretation of the law is clarified.

The guidance developed by the USDOE was last revised in August 2005. Eight major topic areas were addressed including: highly qualified teachers, professional development, federal awards to SEA, the state use of funds, state awards to LEA, the local use of funds, federal awards to the state agency for higher education, and private school participation. Of these, the researcher concentrated on the last item, private school participation.

The guidance first addresses general issues the most important of which is that there are two requirements placed on the LEA: services must be provided to private schools on an equitable basis and in a timely manner. The term equitable is limited to the amount the LEA uses for the professional development of its' own teachers, principals, and, staff. This figure has a minimum threshold of the amount spent by the LEA for professional development under the Eisenhower Professional Development and Class-size Reduction programs in FY 2001 even when the LEA moves Title II funds to another covered program. This amount is also used as the



bypass set aside amount when either the SEA or the Secretary provides services when no other programs are in place adequate for private school use (USDOE, 2005).

When the LEA and the private school officials address professional development needs together and use assets available (funds, materials, time, like-training, etc.) to the same level for public and private school teachers, the participation is considered equitable. The LEA can calculate various factors into the equal expenditures but the most common is the relative enrollments of public and private school students. The LEA assumes the relative needs of students are accurately reflected in the makeup of the public and private school enrollments. The statute requires that the method for determining equal expenditures reflect both the number and the needs of both public and private school students (USDOE, 2005).

Many of the issues over amount of available funds, types of services available, and timeliness of services are addressed during the consultation period conducted by the LEA as the professional development programs are being designed and modified. The common issues discussed are: how the student's need is identified; what services are offered; who, when, and where the services are provided; how success will be measured; what are the requirements placed on the LEA in terms of size, scope, and funds; and when the LEA will reach a decision on providing services (USDOE, 2005).

Eligible activities for professional development under Title II, Part A must be based on scientific research and improve student achievement. Some of the acceptable professional development activities are: improving teacher strategies, methods, and, skills; using technology as a learning tool; improving student behavior (stressing parental involvement/training); improving the quality of leaders; using test data and assessments to develop curriculum and

improve instruction (USDOE, 2005). These are goals common to both the public and private school systems.

Although the instruments used for determining student achievement vary between public and private schools, the goal of such testing is the same. It provides an indicator of student achievement and is an identifier of potential weaknesses in the school's curriculum and/or teaching goals. Rather than developing a separate program for public schools and another for private schools, the LEA, in consultation with private school officials, can most efficiently use development funds to satisfy the common needs of both public and private schools.

Since Catholic schools conduct professional development programs specific to the unique nature of each school, professional development activities not provided by the LEA can be conducted internally by the private school administration (USDOE, 2005). This also supports the supplement not supplant requirement for using Title II, Part A funds in private school professional development programs and assures services to private schools that are "secular, neutral, and nonideological" (No Child Left Behind Act, 2001b, §9501[a][2]). Although including private and public school teachers, principals and staff in the professional development programs the LEA conducts for the public school personnel is the simplest solution, it may not adequately address the needs of the private school and, therefore, not be acceptable. The law allows for flexibility in the design within the limits of value and content already discussed (USDOE, 2005).

Since the LEA is responsible for the professional development program and the Title II funds, the LEA is also responsible for the record keeping. Basic records include: notification of availability of services to the Catholic school by the LEA, inclusion in the needs assessment

conducted by the LEA, an opportunity for the Catholic school to provide input to the LEA program and be able to equitably participate (USDOE, 2005).

### **State and LEA Policies and Guidelines**

The researcher has identified a progression in the guidance given at the state level based on the clarification and guidance received by the U.S. Secretary of Education. As NCLB has aged, further requirements have also been identified. The initial thrust for LEAs was to comply with NCLB and centered on those programs that directly affected student accountability and school accreditation. As those areas were satisfied, emphasis was then placed on compliance with the other requirements of the law. This explains the lack of policies and procedures for the Title II, Part A program at both the state and federal levels. There are approximately 26 superintendent memos that contain references to Title II programs since SY 2002. Six of these are referenced as Superintendent Memos 2005 through 2008.

The researcher identified a revision to the guidance stressing the recognition of private schools in the reportable information LEAs use during the application process for Title II, Part A program funds. Directions issued in Superintendent's Memo Administrative #17, April 15, 2005 Submission of 2005-2006 Federal Program Applications under Public Law 107-110, No Child Left Behind Act of 2001 (NCLB) made no reference to including private schools in the application process (DeMary, 2005a). However, located in the assurances appendix to the guidance was a statement that the LEA will comply with No Child Left Behind Act, 2001, sections 9501, 9502, and 9521.

The Secretary issued additional guidance to the states in August 2005 that significantly changed the focus of private school involvement under Title II, Part A (USDOE, 2005). In November 2005, the state responded by providing additional guidance to the LEAs instructing

each LEA to “ascertain the number of students enrolled in private, nonprofit elementary and secondary schools during the 2004-2005 school year who are eligible to participate Title III, Part A; Title IV, Part A; and Title V, Part A.” An attachment to this memo provided the LEA a Private, Nonprofit School Intent to Participate Form, indicating their willingness to take part in the Title III, IV, and V, Part A programs. No information was collected regarding Title I or Title II participation (DeMary, 2005b).

The next superintendent memo provided instructions for the preparation of LEA 2006-2007 SY applications for federal title program funds. Title I, Part A, Title II, Part A, and Title II, Part D were included in this application guidance. Points of contact were provided for each of the title programs and an information sheet was attached explaining the regulatory guidance and the methods for calculating expenditures (Wright, 2006b).

The state made additional changes to the 2006-2007 Title II, Part A application process by providing a checklist that included evidence of private school participation. The statements appear both on the checklist used by the LEA when completing the application and on the state checklist used to review the submitted LEA applications (Appendix A). The state also uses a Federal Program Monitoring checklist when conducting visits to LEAs. Section B: Areas of Review for Title II, Part A, Area Number 6: Private School Participation provides a checklist for ensuring compliance in all phases of the LEAs Title II, Part A professional development program design (see Appendix B). These monitoring checklists are valuable tools in tracking the LEAs interaction with the Catholic schools in its area.

The next document the researcher considered for review was the 2006-2007 Local Consolidated Application, under NCLB, P.L. 107-110. Page 39 of this newly revised application requires documentation of private school participation in all phases of the LEA professional

development program design (see Appendix B). This change emphasizes the LEAs responsibilities to contact, communicate, and, interact with private schools in its geographic area.

Details and guidelines were given to the LEAs from the SEA in Superintendent Memo No. 108 dated April 25, 2008. The memo provides SEA points of contact for each of the title programs as well as defining the requirements of NCLB. Appendix A to this memo provides title program guidance in the areas of consultation, determination of equal expenditures, determination of services, public control of funds, and provisions of services for each titled program (Cannaday, 2008).

### **Department of Education Report of Private School Participation in Federal Programs Under NCLB**

Public school districts are required to provide equitable services to eligible private school students through three separate acts, ESEA, NCLB, and IDEA. Twelve major ESEA programs require public school districts to provide services and benefits to private school participants on an equitable basis. In addition, IDEA requires that public school districts conduct a child find process to locate students with disabilities enrolled by their parents in private schools (USDOE, 2007c).

Furthermore, “Both *ESEA* and *IDEA* also require that public school districts engage in timely and meaningful consultation with private schools about the provision of services to private school students and their teachers and parents. This consultation must occur before any decision is made that impacts the opportunities for participation of private school students, teachers, and parents and throughout the design, development, implementation, and assessment of those services” (UDOE, 2007d).

This report was prepared for the USDOE by the Urban Institute and describes participation of private school participants in federal education programs, the consultation process between private schools and public school districts, and public school district allocation of federal funds for services for private school participants. The results presented in this report are based on surveys conducted in 2005–2006 among a nationally representative sample of public school districts with at least one private school located within their boundaries and a nationally representative sample of private schools located within the geographic boundaries of the sample districts (USDOE, 2007c).

Although this report focused primarily on ESEA Title I and IDEA program participation, the researcher found similarities in the groups used for the report and for this study. In both, the subject groups are private schools, primarily Catholic schools, and the LEA supporting those private schools. A nationally representative sample was used for the report while this study focused on a regional area within the boundary of the Catholic Diocese of Richmond.

The USDOE report produced several significant findings. The size of private schools participating in ESEA programs tended to have student enrollments larger than the average size private school. This was attributed to the active participation of Catholic schools in ESEA programs, and, Catholic schools tended to be larger than other private sectarian and nonsectarian schools (USDOE, 2007d).

Religious affiliation and size of school reflected a substantial difference in the percentages of students participating in ESEA programs. Nonsectarian private schools were less likely to participate in ESEA programs than Catholic schools, but when they did, the majority of their students participated in 4 out of 5 ESEA programs (USDOE, 2007d).

The most common reason given by private schools with no ESEA participants for not having participants in ESEA programs was a conscious decision not to be involved in federal programs (58%). However, 40% of private schools with no ESEA participants reported having no knowledge of federal education programs under ESEA. IDEA had the highest percentage of private schools with participants of any federal education program (43%) (USDOE, 2007d).

The report stated in its conclusion that Catholic schools had much higher rates of participation in ESEA programs among their students, teachers, and parents than did other types of private schools. Lacking information about federal education programs and poor communication from public school districts were noted as the main reasons for low levels of participation in ESEA programs. The lack of information and communication likely contributed to lower participation and reflects an opportunity to improve participation rates. Public school districts, in contrast, generally reported making an effort to involve private school participants. Regardless, it appears there may still be work to be done to achieve equitable participation in federal education programs for private school students, teachers, and parents, and to better educate the private school community on federal education benefits (USDOE, 2007c).

In summary, the review of literature revealed changes to law, policies, and procedures that encourage a closer relationship between public and private schools. Also evident is the subtle change in attitude of the Supreme Court as the court's membership changed impacting through law the U.S. Department of Education operations and the attitude of state level and local level school boards and administrations as Catholic school participation in available federal funded programs is becoming more common place. The USDOE report concluded that the largest barrier to the LEA was a lack of assistance from private schools in identifying the needs

of their teachers and students. For the private schools, the largest barrier was limited communication from the LEA (USDOE, 2007e).

### **Studies Related to Professional Development**

In an attempt to demonstrate the value of professional development and the commonality of problems at a global level, the researcher chose three studies that have an impact on both teachers and principals. The studies chosen for this section illustrate the importance of professional development from three different focal points in three different geographic areas at various levels of development as educational systems.

The purpose of the Sarpy-Simpson (2005) study was to identify the differences between the perceptions of novice and veteran teachers as to the role the principal plays in teacher retention. Two hundred-seventy teachers in 15 elementary schools in an urban setting in the southwestern part of the United States took part in a 23-question Likert Scale questionnaire. The study revealed the principal is key to teacher retention and also plays a major role in providing professional development. The study also revealed that teachers expected the principal to provide opportunities for professional development in two areas that prove the most challenging to novice and veteran teachers alike—teaching strategies (how to teach) and classroom management (how to discipline) (Sarpy-Simpson, 2005).

The data supported the idea that new teachers expected the principal to provide ongoing professional development to assist them in their role of novice teachers. “Novice teachers exit the university and are seeking professional development opportunities to assist in their new role as a teacher” (Sarpy-Simpson, 2005, p. 50). The data also supported the same finding when considering veteran teachers. “This data revealed that regardless of the number of years of



teaching, teachers perceive it is the role of the principal to provide professional development opportunities” (Sarpy-Simpson, 2005, p. 55).

The study also found that professional development also included the interaction between professionals within the school setting. These included administrators, mentors, counselors, school specialists, and others who occupy specific niches within the school. This interaction allows teachers to observe, perform, and then reflect on quality strategies both before and after they assume classroom responsibilities (Sarpy-Simpson, 2005).

The role of the principal is pivotal since he has the knowledge of his teachers’ needs as well as an insight into the district goals and resources. District professional development needs focus on broader impact across the entire district when they provide their novice teacher training. The principal’s role is then to identify the novice teacher needs and supplement the ongoing district level training that usually focuses on veteran teachers (Sarpy-Simpson, 2005).

The second study focused on the need for professional development specifically for school administrators and those being raised to those positions. It examines principals’ perceptions of those issues that impede their effective leadership of their schools. The research data was gathered using qualitative methods. Specifically, interviews with five principals were conducted using semistructured interviews and were analyzed using a thematic analysis approach. The lack of initial training and the support for ongoing professional learning were identified as key factors inhibiting effective school leadership. Of particular importance is the establishment of professional development programs for both newly appointed and servicing principals. Such programs should enhance the leadership capacity of the principals in the schools and create a more conducive learning environment (Malasa, 2007).

The westernization of the Solomon Islands has increased the growth of the education system at a rapid rate. At the same time, it has also been viewed as a destructive force to the family oriented social structure. “The education system is seen by many as being unconnected and antagonistic to the social and cultural values on which Solomon Island communities and society are based. Such views pose great challenges to educational leaders throughout the country, including the school principals” (Malasa, 2007, p. 7).

In a purposeful sample of secondary principals, a common issue raised was the inadequate preparation they received for their leadership roles. Most claimed they were appointed to their current position without any initial leadership and management training. Only 2 of the 5 principals in the study held deputy principal’s posts prior to being promoted. The remaining three principals in the sample population were promoted directly from classroom assignments into their leadership roles (Malasa, 2007).

Another major area of concern held by the principals in the study was the lack of “service training programs” and preparation of teachers prior to receiving classroom assignments. The employment of young and inexperienced teachers, especially at senior secondary levels and as heads of some subject departments is a serious concern (Malasa, 2007). The study noted that the impact of the lack of teacher training and professional development for veteran teachers “required principals to spend a substantial proportion of their time assisting with teacher development in a remedial process rather than engaging in leadership activities” (Malasa, 2007, p. 60).

Other key findings of the study included poor school facilities and infrastructure, poor administrative (principal and central office) infrastructure, lack of appropriate and adequate

financial resources, lack of support personnel, policy and systemic issues, social and cultural issues, and issues pertaining to school-community partnerships (Malasa, 2007).

The third and final study is a qualitative study employing a phenomenological tradition. The participants included 14 teachers and 7 principals from Alberta, Canada. Data were collected during face-to-face, semistructured interviews and shared teachers' perceptions of the importance of professional development in enhancing teacher efficacy and changing teaching practices (Bennett, 2007).

A professional development program that takes into account the needs of the teachers and provides the skills necessary to address those needs in a classroom environment builds confidence in the teacher whether a novice or veteran (Bennett, 2007). "They noted that as confidence increases, teachers are more likely to experiment with different strategies, different activities, and generally to become risk-takers" (p. 135) thus increasing their sense of teacher efficacy (Bennett, 2007).

The results of this study also showed a connection between the level of enthusiasm projected by teachers and principals toward professional development and the positive results of professional development both in attendance and practice (Bennett, 2007). Those teachers actively seeking out opportunities for professional development and those principals engaged in professional development themselves "were professional development advocates who enjoyed working collaboratively with peers to improve teaching practices. More importantly, these participants expressed a strong desire to meet students' needs" (Bennett. 2007, p. 167).

The reasons teachers gave for not attending professional development training were common to any situation facing a teacher. The lack of funding, lack of time, lost class time, added workload preparing lessons for a substitute, the need to give up personal time, and past

experiences that were a waste of time are some of the reasons (Bennett, 2007). These reasons did not impact the participants who focused on the value gained by attending professional development opportunities to “help me become a better teacher, and benefit my students” (Bennett, 2007, p. 173)

As the leader, principals must model their enthusiasm for professional development by actively engaging teachers in providing feedback from their own professional development experiences. This could be done during faculty meetings by discussing upcoming professional development activities, the sharing of best practices, instruction given by the principal or reports by teachers on professional development activities they have attended (Bennett, 2007).

The principal should also reach out beyond his own school to create a learning community among teachers. This bonding, centered on common interests (subject, grade level, etc.) encourages sharing of best practices and development of new concepts and strategies while making professional development an exciting opportunity rather than a burden (Bennett, 2007).

The studies described above show the importance of professional development to teachers and administrators. Although the locations vary, the importance of professional development remains the same. The three studies address important uses for professional development and consequences when there is a lack of professional development. While useful, these three studies did not address the collaborative planning process. This study adds to the knowledge of the importance of professional development by describing the interaction between public and Catholic school systems. This area of professional development has not been studied before.

## **CHAPTER 3. METHODOLOGY**

### **Purpose**

The purpose of this study was to describe the perceptions of both the Local Education Agencies (LEAs) and the Catholic school administrators in their roles of providing professional development for their faculties under No Child Left Behind (NCLB). Although court cases and studies have been conducted in other areas concerning collaboration between public and private schools, no research has been found dealing specifically with the professional development requirements set forth in NCLB. This study addressed that void in research.

### **Research Questions**

As stated earlier, this study focused on the following research questions:

1. What is the LEA's professional development coordinator's perception of the policies, processes, and procedures that include Catholic schools in professional development programs required under NCLB?
2. What is the LEA's professional development coordinator's perception of the involvement of Catholic schools in professional development programs?
3. How do Catholic school administrators perceive NCLB affecting their professional development programs?

### **Design**

"Ethnography enhances and widens top down views and enriches the inquiry process, taps both bottom-up insights and perspectives of powerful policy-makers 'at the top,' and

generates new analytic insights by engaging in interactive, team exploration of often subtle arenas of human difference and similarity. Through such findings ethnographers may inform others of their findings with an attempt to derive, for example, policy decisions or instructional innovations from such an analysis” (Genzuk, 2003, p. 1).

The ethnomethodological approach used for this study relied more on tape recordings of actual language used in interaction than field notes, thus using empirical, verifiable and incontrovertible data. Furthermore, to be able to interpret such data “the analyst must in some sense be an insider to have an understanding of the commonsense view of the acculturated members being studied as well as display cultural competence in recognizing how talk-in-interaction is being carried out” (O’Halloran, 2003, p.7). This ethnomethodological approach of how people create and understand their daily lives also allows comparison of related abstract concepts and statements that emerge over the life of the study. This requires the researcher to perform data analysis after each interview, compare coded data to interview data, and adjust the research focus for future interviews (Biklen & Bogdan, 2006).

Because the information being requested in this study was sensitive and the participants are specific, a qualitative, interactive case study design using a letter of introduction specifically outlining the objectives of the study and follow-up personal interview was most appropriate (McMillan & Schumacher, 2006). Prior to seeking participants, the researcher sent letters of introduction to the LEA superintendent and Catholic Diocese of Richmond (CDR) briefly explaining the study and requesting their support (see Appendices C and D). The letter of introduction (see Appendix E) to the individual participants requested them to identify and describe during the interview process the procedures their district uses for providing support to nonpublic schools within their geographic boundary.

## **Participants and Setting**

The professional development coordinator, or a designee, is the point of contact for maintaining interaction between the LEA and the private schools in the LEA's area. This person requests input for training needs from the private schools and incorporates those needs into the LEA's professional development program. The exact process varies from LEA to LEA. For the Catholic schools within the CDR, the principal is the primary administrator for all school operations including interaction with the LEA for inclusion in federally-funded professional development training. The LEAs' professional development coordinators and their collaborating Catholic school principals were the participants in this study.

The CDR has 30 Catholic schools, with 11,400 students and 1,147 teachers and staff (Appendix F). The Office of Catholic Schools (OCS) serves as a primary resource for principals and oversees the implementation of the consensus curriculum, accreditation, certification of teachers, professional development programs, school finances and educational legislation (CDR, 2007). Moreover, there are 18 public school LEAs servicing those Catholic schools with federal programs and services on a geographic basis (Appendix F).

The geographic size of the CDR caused constraints of time and finances that required choosing a cross section of Catholic schools and public school LEAs for this case study. The public school LEAs were chosen primarily by their positive response to the letter of introduction. Since NCLB affects all public school LEAs, no other qualifiers were needed to select public school LEA participants. The Catholic schools were then chosen based on positive response to the letter of introduction similar to the public school LEAs and by the schools falling into the geographic boundaries of the participating public school LEAs. In the event of a larger than required positive response from the LEAs, additional criteria such as socioeconomic standing

and population type (rural, urban, suburban) were also used to more closely select and match LEAs and Catholic schools. Effort here was given to strengthening similarities rather than highlighting differences among participating LEAs and their respective supported Catholic schools. Time (affecting the total number of interviews possible) and finances (affecting the ability to travel) were addressed after the total number of possible participants is identified (see Figure 3).



Figure 3. Virginia counties

Source: Walden Cooper Center For Public Service, University of Virginia

## Procedure

### *Institutional Review Board Application*

The Institutional Review Board (IRB) for Virginia Commonwealth University provides a decision tree for determining whether (a) an activity is research that must be reviewed by an IRB, (b) whether the review may be performed by expedited procedures, and (c) whether informed consent or its documentation may be waived (Office for Human Research Protections,



2004). Following the decision tree charts 1, 2, and 4, and referencing Collaborative Investigator Training Initiative (CITI) and Office for Human Research Protections (OHRP) guidance, it followed that this “research is exempt under 45 CFR 46.101(b)(2) exemption from 45 CFR part 46 requirements” (Office for Human Research Protections, 2004, p. 3, 4, 6). Current application forms dated March 2008 were used for the IRB application process. The Virginia Commonwealth University Institutional Review Board (IRB) reviewed and approved this proposal prior to beginning the interview process. See Appendices G and H (Informed Consent and Interview Form).

The researcher used expert review of the letters of introduction and interview guides. The review group consisted of members of the university, LEA central office personnel, committee, and peers.

In addition, the researcher conducted a pilot in a location outside of the study region. This enabled the researcher to refine the wording within the letters of introduction and the questions within the content areas of the interview guide. The pilot also provided a field test for the instruments used in this study.

### *Letters of Introduction*

A letter of introduction explaining the study was sent to each public school research study approval point of contact (POC), to each CDR school principal, and for information, to the CDR Office of Catholic Schools and each LEA superintendent inviting participation in the study. Information regarding timeframes and procedures were outlined in this letter along with a consent form. A follow-up telephone call was made one week following the mailing to each letter recipient acknowledging receipt of the letter and confirming willingness to participate. Once the researcher selected the participants, an appointment was scheduled with each public

school LEA POC for professional development, be it personnel, finance, or administration (federal program coordinator) and with each Catholic school principal. To facilitate triangulation of the data, the goal for this study was no fewer than five or greater than ten interviews total with a ratio of two Catholic schools, when possible, to each participating public school LEA.

### *Interview Questions*

To frame the interview guides and the letters of introduction it is important to restate the original research questions: (a) what is the LEA professional development coordinator's perception of the policies, processes, and procedures that include Catholic schools in professional development programs required under NCLB; (b) what is the LEA professional development coordinator's perception of the involvement of Catholic schools in professional development programs; and (c) how do Catholic school administrators perceive NCLB affecting their professional development programs?

Used in combination with the guidelines provided by federal ESEA Improving Teacher Quality State Grants and state departments of education Superintendent Memorandums and Federal Program Monitoring, the researcher developed the letters of introduction and the interview guides found in Appendices C, D, E, I, J.

In order to accurately and thoroughly identify each public school LEA's professional development program for the public and nonpublic schools, the researcher established an environment of trust and comfort. This is best done in the participant's natural environment (Biklen & Bogdan, 2006). The researcher used a semistructured interview guide (Appendices I and J) containing open-ended questions relating to both the actual professional development process and the feelings of the participant regarding its effectiveness. Open-ended questions allowed the participant to express freely the depth of response and allowed the researcher to

refocus the interview as necessary (Biklen & Bogdan, 2006). The researcher was aware of the key subject areas in the interview guide and focused the interview appropriately.

Equally important to the questions asked were the observations the researcher made during the interview process (Marshall & Rossman, 2006). These were collected in the researcher's field notes and interview notes and added to the data during the coding process.

### *Data Collection*

Upon arrival at the interview site, the researcher ensured that each participant signed a consent form that explained the purpose of the study and reminded the participant that the interview would be tape-recorded. The researcher ensured the participant of the confidentiality of the shared information by removing all identifiers and providing each participant with a unique identification code. Transcriptions of the recorded interview were sent to the participant for review. Marginal and field notes were then included as coded data during the analysis. The researcher maintained the identification code key and all recordings in a secure area. All information collected as well as the key for the identities of the participants were destroyed following completion of the research project, thus ensuring confidentiality.

### **Data Analysis**

Upon completion of the first interview, the researcher began data analysis first by reviewing the recorded audiotape interview and matching nonverbal cues from observation and field notes and coding voice inflection to the recording. Nonverbal cues were included as marginal notes to the transcriptions and voice inflection was distinguished using a color code system to identify emotions contained in the speech. Notations to the transcription of the interview indicate these additions. Similarities and patterns identified possible themes and categories that later became coded data.

Computer assisted qualitative data analysis software (CAQDAS) such as Nudist and Atlas/ti offered another tool to data analysis and was particularly useful for cross-case thematic analysis (Barry, 1998). These tools, in conjunction with word processing, diagramming and table building are used in study analysis when dealing with larger volumes of data and would not be practical in this study. The researcher used Microsoft Word search tools to identify reoccurring word and word phrase patterns for coding. These coded items were then compared to field notes, observations, and artifacts collected on site to define each participant's perception.

Coding, as described in Biklen and Bogdan (2006), initially employed the following categories: setting/ context codes including the statistics, descriptions, and literature from each participant's site; situation codes that relate how the participant fits into the professional development process; and the perspectives codes held by the participants such as the rules and regulations they follow. In addition, subjects' ways of thinking about people and objects codes will identify the participant's view of public and Catholic school professional development.

#### *Trustworthiness of the Data*

The researcher used multiple methods to ensure trustworthiness of the data to include peer debriefing, triangulation, thick description, making data available to other researchers, and reflexivity (Siegle, 2008). Since the topic area was sensitive to the participants and conflicting data may occur during collection, the researcher used colleagues who facilitated the logical analysis and interpretation of data to serve as peer debriefers. These colleagues were knowledgeable of qualitative research and were currently in research as well.

While peer debriefing attends to the data interpretation, reactivity, or more correctly reflexivity, attends to the interview situation. Conducting it in a location comfortable to the participant can lessen the impact of the researcher on the interview. No matter where the

interview occurs, however, the influence of the researcher is always a factor. Realizing this and the effects it has on the interview is one of the researcher's goals (Maxwell, 2005).

Triangulation was accomplished by comparison of LEA programs, similarities found within the data between locations (establishing grounding), the use of multiple participants at single locations (when possible), commonalities identified in the responses by nonpublic schools, and comparison between verbal and nonverbal data matching words to behaviors.

Methodological triangulation, which involves the convergence of data from multiple data collection sources, was supported by collecting this data using interview guides, researcher interview notes, and supporting artifacts collected on site. This greatly strengthened the study's usefulness for other settings thereby enhancing generalizability (Marshall & Rossman, 2006).

Thick description, the indepth gathering and interpretation of data and its comparison occurred as part of the emerging themes of this study. To enhance reflexivity the researcher safeguarded the interview data from the time of the interview through the study completion (McMillan & Schumacher, 2006).

An important element of data collecting was the transcription of taped interviews to a hard copy format. The accuracy of the transcription supported the strategies of participant language, verbatim accounts, and low inference descriptors that bolstered accuracy of the data identification and supported validity in this study (McMillan & Schumacher, 2006).

### **Delimitations**

NCLB accounts for the SEA and LEA to recognize all private schools within their geographic area when using federal program money for Title II, Part A professional development planning and execution. The researcher purposely chose to use only Catholic schools that are within the CDR. This was based on the representative sampling these schools afforded as well as

the time and financial constraints of the study. As noted in Chapter 1 Catholic schools represent 46% of all private schools in the geographic area covered by the CDR.

In addition to the selection bias noted above, self-selection was also a delimitation. The participants had a degree of control over whether or not to participate in the study. The intent of this study was the perception of collaboration between participant groups. So the effect of self-selection was seen in the degree, not absence, of collaboration.

Another delimitation was that the administrators might have viewed the study as a measure of compliance to law, which was not the purpose of this study. This may have been a decision factor for participation in the study.

Lastly, in research involving case studies, a researcher typically assumes that the results will be transferable. Generalizing is difficult or impossible because one person or small group cannot represent all similar groups or situations (Colorado State University, 2008, p. 1). While generalizability is not possible with this study, transferability may apply if similar situations are identified.

## **CHAPTER 4. FINDINGS**

### **Purpose**

As stated in Chapter 1, the purpose of this study was to describe the perceptions of both the Local Education Agencies (LEAs) and the Catholic school administrators in their roles of providing professional development for their faculties under No Child Left Behind (NCLB). This study did not address compliance issues but focused on the “best practices” used by LEAs and Catholic schools in providing professional development.

### **Research Questions**

The research questions for this study were:

1. What is the LEA’s professional development coordinator’s perception of the policies, processes, and procedures that include Catholic schools in professional development programs required under NCLB?
2. What is the LEA’s professional development coordinator’s perception of the involvement of Catholic schools in professional development programs?
3. How do Catholic school administrators perceive NCLB affecting their professional development programs?

The interview guides for both the LEA and the Catholic school principal participants used questions to elicit their perceptions in five specific areas. These areas were: (a) the interpretation of NCLB, (b) the process used during the annual planning cycle, (c) the level of participation in professional development programs, (d) the collaboration between public and

Catholic school administrators, and (e) future collaborative professional development goals. The researcher then analyzed the transcribed interviews for statements that would apply to each of these five areas. A summary statement follows each of the five areas analyzed by the researcher. These summaries were then used to support the researcher's conclusions in answer to each research question.

### **Demographics**

Eighteen public school LEAs were invited to participate in this study. The four LEAs that positively replied offered the researcher an acceptable number of public school participants over a widespread geographic area within the boundary of the Catholic Diocese of Richmond. The LEA participants represented both independent city (2) and county divisions reflecting city/suburban (1), and rural areas (1). The researcher needed to take no further action to secure additional LEA participants for this study. Table 2 reflects the actual percentages of Catholic school students as compared to the total number of Catholic and public school students reported by the LEA for federal program funding.

### **Profiles**

The researcher has used code names for each of the participants and the LEA or Catholic school they represent. This was done to ensure anonymity as promised to each participant.

Table 3 lists the years of experience in education for each of the participants. The overall average time of experience in position is 8.5 years and the overall average total time of experience is 22.3 years.



Table 2

*Student Population of Participating Catholic Schools and LEAs*

LEA/Catholic School	Number of Students	Percentage <sup>a</sup>
LEA Ashcroft	4,500	8.9
Catholic School Ashcroft	440	
LEA Birkshire	2,400	6.3
Catholic School Birkshire	162	
LEA Chesdin	10,000	6.8
Catholic School Chesdin	730	
LEA Danhurst	21,500	0.86
Catholic School Danhurst	187	

<sup>a</sup> No. Catholic school students/No. Catholic school students + LEA students

Table 3

*Experience in Education for LEA and Catholic*

*Principal Participants*

Name	Years in Position	Total Years of Experience
Ashcroft:		
Sheila (LEA)	17	19
Donald	13	22
Birkshire:		
Cathy (LEA)	0.5	18
Paul	0.5	42
Chesdin:		
Midge (LEA)	1.5	9.5
Phil	5	25
Trish	19	37
Wendy	3	17
Danhurst:		
Helen (LEA)	17	39
Sam	3	10
Tes	9	9

The following paragraphs describe the locations and the researcher's overall impression of each participant.

The interview location for the Ashcroft LEA participant, Sheila, was conducted in a formal meeting room adjacent to the participant's office area. Sheila's position title is the Assistant Superintendent for Secondary Instruction and Gifted Education. She took on the responsibility for professional development in a prior position as Director of Instruction and has kept that duty. We were the only two in a room with a capacity of about 40. While not feeling lost in the space, it did leave a feeling of intimidation. It did not match the open and welcoming attitude of the participant who graciously offered coffee, water, and a generous amount of time. Sheila, with 17 years in the position, was eager to share the efforts made by the division in support of the Catholic school professional development training.

The Ashcroft Catholic school principal, Donald, arrived for the interview in a polo shirt and blue jeans after moving furniture procured for the school. He unnecessarily apologized for his dress before the interview even began. Donald has 13 years as an administrator in Catholic school systems. He chose to conduct the interview at a meeting table located in his office area. Donald offered the researcher soda and coffee as a welcoming gesture. The room was comfortable and uncluttered. The rapport he maintains with Sheila, the LEA, was evident in the ease of his answering the interview questions.

The researcher traveled to the Berkshire location the day before the scheduled interviews due to the distance. A change in weather caused the closing of not only the LEA schools but also the central office where the interview was to occur. The researcher received a telephone call from the LEA participant, Cathy, notifying him of the closings and offering to still conduct the interviews since the researcher was already in town. The researcher contacted Paul, the Catholic

school principal, who also offered to conduct his scheduled interview. Cathy and Paul made special efforts to participate in their interviews despite the inclement weather.

Cathy's interview was conducted at a meeting table in the participant's office. With only 6 months in the position as the Coordinator for Federal Programs, it was clear that she was settling in to her new position by the number of in-use manuals and policy books spread open for review. Cathy arrived in a sweat suit (remember it was a nonwork day) and was gracious and welcoming. The tone of the interview was that of a person new to the position and making efforts to improve the level of service. Birkshire was the smallest public school division participating in this study.

The Birkshire Catholic school principal, Paul, welcomed the researcher to his school and chose a meeting table in his office as the location for our interview. Although only 6 months in his position, he came with over 40 years of experience in multiple levels of Catholic school and central office administration. Paul's office was comfortable and welcoming as was his attitude toward participating in the study. The researcher noted that Paul completed his doctoral study with a dissertation in federal titled programs and maintained ongoing knowledge through participation in NCLB titled programs for his school.

The Chesdin LEA participant, Midge, welcomed the researcher in the office waiting area and escorted him to her office. The room was small as compared to the other locations visited by the researcher but well furnished. The interview took place around a side table in a more personal atmosphere. Midge was a part-time employee assigned multiple duties one of which was the Title II professional development coordinator. She has held the position first as a 20% then a 30% part-time employee for the last year and a half. The sharing of information was friendly and seemed honest. Although the interview was recorded successfully, the researcher

encountered technical difficulties with retrieving the interview and it was erroneously erased. This occurred as the researcher was erasing already transcribed interviews from his recorder during the Chesdin Catholic school interview later that day. The researcher contacted Midge and requested she provide summary notes to the researcher to allow accurate data collection and use of quotes which she graciously agreed to do.

The Chesdin Catholic school location offered the researcher an opportunity to conduct an interview with more than one participant. Three participants, Trish, the school president; Phil, the upper school principal; and, Wendy, the lower school principal, all working with professional development, took part in the interview. The experience level varied from 3 to 5 to 19 years in their current positions. The interview was conducted in a meeting area in the Trish's office. She offered the researcher coffee and water both during the interview and "to go" upon completion of the interview. The area was semiformal but well furnished supporting the overall atmosphere of the school. All three participants were professional in their dress and participation.

Helen, the Danhurst LEA participant, represented the LEA with the largest student population in the study. She worked in an outside wall office of an open cubical area. Helen was the most experienced of the LEA participants in the study having worked 17 years in federal programs and professional development and 39 years in the division overall. The office was shared with one other employee. The researcher waited outside the office area sitting on one of a row of folding chairs located along a cubical wall in a central cubical office space. The atmosphere felt like there was much to do with little time and too few people. Although the interview was conducted in Helen's shared office space with the other employee present, the dialogue was open and honest. Space on a chair was cleared for the researcher to sit down upon

and notes were taken in a notebook on the researcher's lap. The office floor space was taken up with boxes of organized tasks indicating an office with much to do and little space to work.

The Danhurst Catholic school interview was conducted in a meeting room set away from the principal's office area. The principal, Sam, with 3 years in the position, and titled program coordinator, Tes, with 9 years in her position, both sat for the interview. The room was small and sparsely furnished. But, the welcome from Sam, starting with coffee, was warm and welcoming.

### **Data Presentation**

The data presentation is a restatement of each of the five areas of participant perceptions stated above followed by applicable quotes from the participant interviews at each of the four site locations. The notes and impressions of the researcher were added to the transcribed interviews to produce a summary statement that follows each section. In the last section of this chapter the researcher uses the summary statements to draw conclusions answering the three research questions. Table 4 provides a picture of the five areas of participant perceptions and is followed by the supporting explanation of data elements.

Figure X. Five targeted areas of response

### *Interpretation of NCLB*

#### *Ashcroft LEA and Catholic School Participants*

In the Ashcroft LEA, the management of federal titled programs is broken down and conducted by different directors. Sheila identified her position stating, "Now the Title II professional development handles K-12 pretty much, so I am pretty much where the buck stops, of course, with my superintendent's approval." She went on to say that limited professional development also occurred under Title I although Title I was not under her supervision, "Through Title I you can do professional development, and so I'm not sure what he did with that.

Table 4

*Perceptions Drawn From Five Target Areas of Response*

	Ashcroft		Birkshire		Danhurst		Chesdin	
	LEA	Cath	LEA	Cath	LEA	Cath	LEA	Cath
Perception of:								
Interpretation of NCLB	X	X	X	X	X		X	
Annual PD process	X	X	X	X	X		X	
Level of participation	X	X	X		X		X	
Collaboration	X	X	X		X		X	
Future collaboration	X	X	X	X	X		X	

Our Title I schools are elementary schools, so I really haven't gotten into that that much." This indicated a division of labor at the LEA in not only titled programs but also by grade levels.

Donald, the Ashcroft Catholic school principal, showed a working knowledge of NCLB in stating his school's participation in other federal programs "in the Title IV program and the Title III and the Title V and different things." His understanding of the role of the county as the mediating interface for federal program assistance became clear when he said, "We've been able to receive audiovisual equipment through the county through a particular federal program" in addition to the professional development requirements.

Both the Ashcroft LEA and the Ashcroft Catholic school principal had a working knowledge of NCLB. They both understood the programs available and the interaction required to successfully implement those programs.

#### *Berkshire LEA and Catholic School Participants*

The researcher asked the Berkshire LEA, Cathy, if the population at Berkshire Catholic school is part of the LEA enrollment figures when she submits the application for federal title program money. Cathy replied, "Not part of the public school, but there is an area that asks strictly about do you have any private schools who want to participate in the federal programs—yes or no—and, if so, what are the names and how many students do they have." She added that the amount set aside for the "Berkshire Catholic school is based on, as I said, the grant money we receive and the calculated amount we would want to allocate to private schools."

When asked how the allocated amount can be used by the Berkshire Catholic school, she replied that the allocation is given in the form of services and/or materials following the guidelines set by NCLB. Cathy noted that the actual dollars could not go directly to the school without having a designated, approved purpose. She stated, "It can't necessarily be available, it



can be available if there was a professional development, what's the word, a VDD, a video program or a workshop or something their teachers wanted to attend, we could pay for those particular services for them. But, we could not actually pay the school itself or pay a staff member there or anything like that.”

Cathy, by virtue of her position and interest in developing a working relationship with the Berkshire Catholic school, was quite knowledgeable of NCLB and its application to private schools. Knowing Paul's background and interest in federal titled programs, she was also eager to work more closely with Paul.

Prior to beginning the interview, Paul, the Berkshire Catholic school principal, guided me to his office and took leave to secure the outside doors. During this time I noticed the awards and accomplishments he displayed reflecting his 42 years of service in administrative positions ranging from principal to assistant superintendent in various Catholic systems. Among these was recognition for his work in implementing processes for private school participation in ESEA and NCLB federal programs in at least two diocesan systems. The researcher determined Paul was well aware of NCLB and his school's entitlement to participate in these federal programs. During the interview, he validated the researcher's insight by stating his intent to develop a closer relationship with Cathy in order to secure federal program participation under NCLB. In a quote taken from the researcher's notes, Paul stated, “I have always returned the letters of intent to participate in federal programs with interest in all programs that apply to our school.”

#### *Chesdin LEA and Catholic School Participants*

The Chesdin LEA Title II program manager position held by Midge is not only an add-on position but also a part time position as well. Even so, she was knowledgeable in NCLB requirements and the process used by the LEA in managing NCLB program monies. When asked

about the guiding force for professional development training, she replied that, “The Academic Services Department [all content area coordinators and Executive Directors] discuss, plan, and facilitate various staff development activities aligned with our Superintendent’s vision and direction.” She further stated that the level of equitable service for Chesdin Catholic school is determined “by enrollment. The grant (Title II) application has a formula that is automatically calculated when you enter the private school enrollment. That amount is automatically encumbered for private school services.”

Chesdin Catholic school administrators, Trish, Phil, and Wendy, had a very general knowledge of NCLB. Although they did not receive/reply to the regular annual letter of intent to participate in federal programs, they did realize the importance of submitting enrollment figures and choosing the federal titled programs to participate in annually for their school. Wendy stated, “We have not received any letters [of intent] for the last three years. If the LEA is sending them, we don’t know where they are being sent.” Wendy also said, “Having attended the principal workshops on private school entitlements, we also understand the benefits of the programs under NCLB for our school.” They could not identify the Chesdin LEA Title II program director by name.

Both the Chesdin LEA participant and the Chesdin Catholic school administrators to differing degrees were familiar with NCLB. The Chesdin LEA participant, by managing the program on a daily basis, was far more aware of the requirements of NCLB than were the Chesdin Catholic school administrators.

#### *Danhurst LEA and Catholic School Participants*

The Danhurst LEA participant, Helen, had the most experience of all the LEA participants in this study. She worked with the federal titled programs under ESEA prior to

NCLB and became the professional development program manager once NCLB took effect. She was fully aware of NCLB and the requirements necessary to involve the Danhurst Catholic school. Helen stated, “I manage NCLB programs for the private schools in our division and their participation in those programs.” She explained this included “sending out the letters of intent [to participate] as well and tracking their replies and maintaining the program account balances for each private school.” She was frustrated by the cumbersome automated system currently being used and stated, “The old system was much easier and user friendly.” Her experience, ten years of working in ESEA federal programs and working as the LEA Title II program director for 7 years, supports her familiarity with NCLB.

The Danhurst Catholic school interview was conducted with both Sam, the principal, and Tes, the Title II program professional development coordinator. The researcher asked if Danhurst Catholic school participated in the NCLB Title II program. Tes replied, “No, but it’s actually we’re funded Title V, I think it’s a part. The NCLB Act, but it’s the part that’s professional development and the part that’s, I think, no longer funded that also covered library, technology, library media, books, classroom materials, maps. . . .”

### *Summary of Perceptions*

All of the LEA participants knew about NCLB and the requirement to include Catholic schools in the information gathering for participation in NCLB federal programs and for supplying Catholic school enrollment information.

The Catholic school administrators exhibited different levels of understanding of NCLB and the programs available to Catholic schools. Of the four participating Catholic school locations, two, Ashcroft and Birkshire, appeared comfortable with their level of knowledge of NCLB. The remaining two locations, Chesdin and Danhurst, expressed confusion indicating the

administration may have questions about their involvement in NCLB programs that may impact their participation.

### *Process Used During Annual Planning Cycle*

#### *Ashcroft LEA and Catholic School Participants*

When asked about the annual planning cycle for professional development, both Ashcroft site participants gave a clear understanding of the process. Sheila, the LEA participant, stated, “We had discussions with them either by phone and this past summer Donald came over and met with Bob and I and we talked about our needs.” There is an additional opportunity for input by the Catholic school before sending the application for federal title programs to the State Department of Education. Sheila noted, “Just prior to submitting the application we have a meeting or a phone call.” The researcher asked how the level of entitlement is calculated for the Catholic school. Sheila replied, “It is extremely easy. . .we exchange enrollment figures and things because when you put that in, it tells you automatically on the application, on the online application, exactly how much money they’re entitled to. And so, we’ve always abided by that.”

Donald, the Catholic school principal, had similar replies to the same process question defining the process in terms of the before and during phases of the training year. Beginning with a letter “asking us which of the different federal programs we wish to participate in,” Donald then coordinates with the LEA noting, “different personnel contact me either by phone or email and we set up a meeting” to “decide how much money is available and what is the best um, bang for the buck for lack of better terms.” After the training year begins, the LEA maintains contact with Donald, who said, “They’ll call me say a week ahead of time say for a preschool staff or food services or something like that and say we have slots available.”

Both Sheila, the Ashcroft LEA, and Donald, the Catholic school principal described similar processes used during the NCLB annual planning cycle.

*Birkshire LEA and Catholic School Participants*

Cathy, the Birkshire LEA participant, indicated the importance of school administrators in the overall planning process for professional development training stating, “I personally don’t decide what their professional development will be. We leave that up to the schools as well as the administration here, as in the assistant superintendent; he provides surveys to the schools just basically to conduct something informal to say is there something in particular that you are interested in.” She continued, stating, “So, I guess the big thing that we are doing now is that we let each school sort of determine, look at their data and look at what needs they have whether it be academic with math, science, social studies and/or something that falls as professional development in teaming, working with different techniques in the professional development community.” She also remarked that, “The Catholic schools were contacted by mail each year to gather enrollment data and interest in particular participation in federal title programs for the following school year.”

Paul, principal of Birkshire Catholic school, responded to the question of first contact by the Birkshire LEA by saying, “The first contact with the LEA was initiated by them in the form of a letter that we received sometime, I believe, in early September indicating that they wanted to know whether we wanted to participate in various programs, Title I, Title II, and so on. . .through mail, U.S. mail.”

When asked what programs he chose, he replied, “We, of course, responded which I have always done everywhere I’ve been—yes, yes, yes, to everything in the hopes we’d get

something. Rather than say yes or no to this program, no to this program but just in a sense just a barrage of yes that putting the onus on the public school system to respond.”

Both Cathy and Paul gave similar answers defining the process used to plan for participating in federal titled programs.

#### *Chesdin LEA and Catholic School Participants*

The researcher then asked the Chesdin LEA participant, Midge, about the process used to inform administrators and teachers about the professional development opportunities available under Title II. She replied, “Email, brochures, [and] building level administrators.” This indicated the correspondence was to Chesdin LEA schools and did not include notification to the Chesdin Catholic school.

The researcher then asked Midge how she gathers input for the annual review of teacher, staff, and administration professional development needs. She replied, “In Academic Services meetings.” This again indicated the process was limited to the Chesdin LEA schools and did not include the Chesdin Catholic school since they are not included in Academic Service meetings conducted by the LEA.

The researcher found the Chesdin Catholic school administrators, Trish, Phil, and Wendy, were knowledgeable about the operation of their school and the internally controlled professional development provided for their teachers. However, the researcher also found that they were uncertain about the process used by Midge for their participation in Title II professional development. When asked how they would convey their desires for professional development to the LEA Wendy said, “Potentially by direct contact with the person in the division responsible for professional development—that development person.” When the researcher asked if they knew who that person was, Trish, Phil, and, Wendy all replied, “No.”

Their role in the process of providing input to the LEA did not exist, as they believed the only training available was what the LEA was offering to them. As Wendy stated, “I was going to say I would use technology too, if that was available.” This indicated the Chesdin Catholic school was neither aware of the Chesdin LEA professional development available nor their ability to request specific training. This was supported when the researcher asking the Chesdin Catholic school participants, Trish, Phil, and Wendy, if the LEA provides any information on what’s available in Title II for their use and all three responded, “No.”

The researcher found the Chesdin LEA and the Chesdin Catholic school participants differed in their views of the process used by the LEA for gathering information regarding participation in NCLB Title II (and other applicable) programs. The LEA participant told the researcher she contacted schools annually for enrollment data and the intent to participate in federal programs. The Catholic school had no record of contact for the past 3 years.

#### *Danhurst LEA and Catholic School Participants*

Helen, the Danhurst LEA participant, explained the NCLB process this way, “We meet. You know we have to send out the letters for Title II. And this year since they did it differently and didn’t include Title I in that first piece, I said I would do it for our group for Title II, Title III, and Title V. I call[ed] each one of the schools and said this is what I am looking for, this is what I need to turn in for my report. And we also have always had a meeting that’s open to all of our private schools in this area. We’ve normally done it in January, and said, ‘this is what we offer. If you are interested, here’s our contact name, tell us what you need, you know, we’re here.’” In the above quote, Helen indicated a willingness to listen to specific needs of the Danhurst Catholic school. The researcher followed this topic in the interview asking how the Danhurst LEA gathered the information concerning specific requests for professional

development training. Helen explained that only two or three of the 19 private schools in the Danhurst LEA region participate in the Title II program. So, the process becomes as simple as a phone call. Helen described it this way, “Those people will call me and say, ‘You know is there a possibility you’re going to have something like this, can you help us out?’”

Helen was consistent with the other LEA participants in describing the method used to determine the dollar amount of Title II services for Catholic schools. She explained, “It’s determined through the Title II grant mainly. Their enrollment as you put in the numbers in your Title II grant; it tells you how much you need to set aside for private schools. So, this year, it’s like \$5,000 something. But as you’re putting things in, as you click the button for the state department, it automatically figures it.”

Tes, the Danhurst Catholic school professional development coordinator, spoke of an annual meeting that “used to be very early in October every year. The last couple of years the deadlines have been slipping. I haven’t been hearing from the federal people for some last year I think it was, a couple of years ago it was in January. Last year, I think it was February or March when they had this meeting to tell us what to expect as far as federal funding for the coming year.”

Tes went on to further explain, “It’s sort of a one-way, more of a one-way process; they do the annual meeting and talk about the various title programs. They do a power point presentation explaining all of that and then they’ve done the letter saying this is the share of money that you would get this year.”

There was an uncertainty in the timetable used by the Danhurst LEA but the process used by the Danhurst LEA was clear, as Tes explained, “They usually send out a letter last time, what is it, they generally start out with a letter to the school informing us what funds are going to be



available, what they're going to have, how it can be spent, when they're going to have their meeting that talks kind of giving us the background on what we need to do to participate and the intent to participate. And the letter states what the stipend is going to be. The one I have here is from 2006 because they've changed what they are doing now. But we did send back the intent to participate this fall (2008)."

### *Summary of Perceptions*

The interview data supported consistencies in both the process used by all the LEA participants to include the Catholic schools in the Title II program and the interpretation of the benefits available to Catholic schools. This section clarified that the focus of the LEA is on the LEA's own professional development program to satisfy their own identified training needs. All the LEA participants but one (Ashcroft) shared the perception that there is minimal collaboration between the LEA and their supported Catholic schools. The Catholic schools recognized this and are concerned with their ability to provide input during the NCLB process cycle.

### *Level of Participation in Professional Development Programs*

#### *Ashcroft LEA and Catholic School Participants*

The researcher asked Sheila, the Ashcroft LEA participant, if there were any other services offered to the Ashcroft Catholic school besides the recertification college courses. Sheila stated, "I offer them another opportunity. We have Ashcroft LEA teachers take classes through them because of our belonging to a consortium. So I open up those classes too. I mean, that's the right thing to do. So, I tell them about those courses." The courses Sheila referred to lead to a master's degree in reading or math. With the choices available, the researcher asked Sheila if she felt the Ashcroft Catholic school was satisfied with the use of the Title II program allocation. Sheila indicated that the amount, not the use, was a larger concern when she said,

“But if you look at the amount of money we have for Ashcroft Catholic school has a set aside for them, and you look at \$700.00 chunks, then you only get so much of that. We do the best we can.”

During the interview, Donald, the Ashcroft Catholic school principal, shared his pleasure in the arrangement he has with the Ashcroft LEA. Commenting on the scope and variety of resources provided by the LEA, when asked if he had any additional comments, Donald said, “No, like I’ve said, we have a wonderful working relationship.” Sheila, the Ashcroft LEA, and Donald have agreed to use the Title II program allocation for college courses applicable to teacher recertification. The number of slots in courses available varies based on the Ashcroft Catholic school enrollment but the courses can be used during the year in any semester of interest to the teachers. Donald explained, “The teachers don’t pay a thing. The county pays it completely based on our, our portion. When we sit down at the beginning of the school year, they said to me, ‘Based on your enrollment and based on the figures you have five slots in the course of this year for courses. We can, you know, and however you fill those slots is up to you.’ For the fall semester we didn’t have any teachers take advantage of any of it. There wasn’t a course necessarily that they were interested in. For this coming spring semester we have four teachers who are going to participate. And, they have already registered and it will be tuition free for them.”

Donald also noted that the support staff was also invited to participate in LEA sponsored professional development training. He was notified by email and telephone when those opportunities became available. Donald said, “They offer our preschool, our food service, our instructional assistants, they provide us spaces if they have guest speakers to come in. They’ll

call and say, 'Look your people are welcome to come.' So really and truly I am very satisfied with what we have worked out and I feel like our teachers and staff are benefiting from it."

#### *Birkshire LEA and Catholic School Participants*

Interestingly, Cathy, the Birkshire LEA participant, expressed a desire to include training specifically requested by the Birkshire Catholic school not in their own professional development training but as an add-on saying, "We may actually be able to have someone to go and offer them professional development, particularly as far as technology, in their building. But more than likely we will invite them to do things in our schools since we know the equipment and we don't know what they have. But, that's something we have to follow up on, perhaps our IT people more so than me since they will know more so on how to help them based on what they have."

Cathy's response to the method used to calculate the appropriate level of services for the Birkshire Catholic school was consistent with the responses of the other LEA participants saying, "There is a formula in the Title IIA it's the federal grant that they participate in. Namely Title IIA, Quality Professional Development, has the criteria for those monies. And there is a formula based on how much money our school division receives and how many participants they have in their school that the state determines; they calculate that themselves." However, Cathy was unique in adding, "So, I think we're looking at probably \$2,300 approximately that we are allowed. That doesn't say we can't, you know, include more. So, perhaps some of that may be some in-kind." To the researcher, this indicated a willingness to satisfy the professional development needs of the Birkshire Catholic school by including them in their own professional development training.

Cathy stated she believed that “technology is their number one priority. The school division, our city, is increasing rapidly in poverty.” She noted the cost of doing dual technology professional development training given the challenges of working in a division hard hit by an increasing poverty level. Noting this as a common problem, she commented, “So, we as a division are looking into doing some training, some background to look at what to do to work in poverty. So, of course we would invite them as well into the city schools programs. I’m not sure they have the same issues as we have but our city in general is 56% poverty. And that has increased in the past 18 years up from in the 40 [%] it’s increased about 12%.”

Paul, the Birkshire Catholic School principal, is evaluating the needs of his teachers in order to better prepare a professional development training plan for school year 2009-2010 noting, “We do have plans but we have not implemented those yet. At the moment we have sent teachers, one and two at a time, out when I say out—away from the building for professional development but never the entire group of teachers as such.” He hopes to have a closer relationship with the Birkshire LEA but the dialogue has not been ongoing. He noted, “I’d say the communication has been twice. . .initially it was in writing and the second time one of the directors from the public school system did come over to introduce herself. Other than that I haven’t heard anything.”

Paul also spoke to the relevance of the training provided by the Birkshire LEA for his teachers. When asked if he received any notification of professional development training opportunities from the Birkshire LEA, he said, “Maybe they’re going to say they’ve mailed something to me. Certainly if they did it didn’t have an impact on me to say, ‘Oh ya ok.’”

### *Chesdin LEA and Catholic School Participants*

The researcher asked the Chesdin LEA, Midge, the number of Catholic schools in the LEA's area and how many participate in Title II professional development training programs. Midge, the Chesdin LEA participant replied simply, "One [but divided into upper and lower schools] they have not participated in Title II since before 2007."

The Chesdin Catholic school participants, Trish, the president, and Phil and Wendy, the principals, confirmed their lack of involvement with the Chesdin LEA but expressed an interest in re-establishing a collaborative dialogue for professional development training saying, "We have not contacted the Chesdin LEA for over 3 years and have received no communication from the Chesdin LEA during that same period. But we are surely going to in the future."

### *Danhurst LEA and Catholic School Participants*

Helen, the Danhurst LEA participant, explained the method she uses to notify all the schools serviced by the LEA. She said she requests input for professional development topics and then, "I try to gather whatever comes in and then what we plan to do as a division. Colleges and universities will contact me and ask me if I would send out an open house or something. And I have an 'everyone' email so I can send it out to everyone in the division or I can specify." She confirmed the Danhurst Catholic school is on the email notification list as well.

When the researcher asked about what was available for the Danhurst Catholic teachers, Helen replied, "Also, for instance, with our college classes, they don't get tuition reimbursement but they are welcome to take the classes and we've got a number of them for about \$200.00 that are from Shenandoah University. So, they're welcome to take those. And they are welcome to come to those, any of our workshops, and anything we have."

Helen continued, commenting on the willingness of the Danhurst Catholic school to participate in the Title II program, “Yes. Well the letter I sent out was for 2009-2010. And yes, they’ve elected to participate. They’ve always elected to participate. They’ve just never been, they’ve just done some things but not a lot.” The researcher then asked if the Danhurst Catholic school normally used up their allocation for Title II professional development funds. Helen’s reply, “Not normally, not normally.”

Tes, the Danhurst Catholic school professional development participant, described a change in the way the Danhurst LEA includes the Catholic school in the division Title II program that has significantly changed their participation in the professional development programs offered by the LEA. When the researcher asked about supplying enrollment and receiving the allocation amount, Tes said, “In this last year instead of giving, handing us the money we could spend on professional development, they are offering professional development courses, which our teachers are welcome to take, on line courses that you can access through the Danhurst LEA web page.” Tes saw this as a restriction of the flexibility they once had in planning their own professional development program saying, “And, they have the web-based courses now is what they are offering this year and they did not say anything about any other funding being available for anything that we wanted to do. But, that’s what they were offering.”

When the researcher asked if the Danhurst Catholic school teachers were invited to the workshops and seminars and other training opportunities provided by the Danhurst LEA, Sam, the Danhurst Catholic school principal, replied, “I haven’t, no. No notification or invitation, no.” And Tes, the Catholic school professional development participant, simply replied, “No.”

Sam, the Danhurst Catholic school principal, explained their current level of participation in the professional development training provided by the Danhurst LEA, “Every once in awhile

we'll get a package of printed information the latest whatever. I'm not sure if it is just printed material they're providing their teachers like, for example, we did get some in on differentiated instruction, which is a packet explaining what it involved and what the techniques are. I think it's like once or twice a year I get that, that comes across my desk. We make copies of that for the teachers but it's not anything big."

### *Summary of Perceptions*

There was agreement among all the participants in this study that the level of participation by Catholic schools in LEA Title II programs relates to the relevance the training has to the Catholic schools' professional training goals. When the principals of the Catholic schools find a commonality in professional development training topics, there is a higher level of participation. But this is rarely seen since, overall, the LEA's professional development programs are created based on the LEA's needs alone.

### *Collaboration Between Public and Catholic School Administrators*

#### *Ashcroft LEA and Catholic School Participants*

Sheila, the Ashcroft LEA participant, spoke of the open relationship she has with the Ashcroft Catholic school saying, "As far as Ashcroft Catholic school goes, I usually call them and let them know what we're offering. Or they call me and say, 'Hey, you know what's coming up,' or email each other. It's either a phone call or an email you know what's coming up and I'll let them know."

Sheila also gave a specific example of the collaboration over the past year saying, "Actually, in our meeting this past spring when Donald came over, we told him about the things we were doing preservice week and he told us about what he was doing preservice week. So, I have to say we did talk about it this past year. Now that I think about it, I forgot what he was

doing. But whatever he said he was doing he invited us to. But, we had pretty much, I think, covered that prior to this time so we didn't pursue it and he didn't pursue with us. But we did talk about it in that meeting."

She summed up the open dialogue the Ashcroft LEA and the Ashcroft Catholic school maintain by commenting, "Well, when I tell him what is open to us, what we have opportunities for, I will always ask him—is this good for you or do you need something else? And he usually says, 'I don't need this but I can use this, and this is great for us.' He's never given me anything out of that realm, although I have asked the question."

Donald, the Ashcroft Catholic school principal, alluded to the collaboration he has with the Ashcroft LEA when speaking about his in-house professional development activities. He said, "The faculty participates in any of the diocesan in-services that are, um, given. We also work very closely with our local county public schools to provide ongoing training, teacher relicensure training at no charge to the teachers." When asked if he thought the Ashcroft LEA would be receptive to his request for specific training, he not only gave an answer but clarified the shared responsibility both he and the LEA have in educating the area's children. He said, "I think they would do what they could, yes. We have a wonderful working relationship with the Ashcroft county public schools. I don't feel that either them or us feel like we're in competition with one another. We're all in the business of educating the young people of this area. And, when parents choose to send them to Catholic schools then they are supportive of that, and visa-versa."

#### *Birkshire LEA and Catholic School Participants*

Cathy, the Birkshire LEA participant, expressed a willingness to collaborate on common and specific professional development goals for both the Birkshire Catholic school and the



Birkshire LEA saying, “We did say at the time we met, in October, and I did say to him at that time that I would get back with him in the new year meaning ’09. I will start working on the plan probably in March. If something, if we were to offer some kind of professional development, I am not aware of any particularly related to technology this spring before the school year ends, I would, of course go ahead and invite him. I wouldn’t wait until the 2009-2010 year.”

Since Birkshire is a small community with a large student transfer possible between the Catholic and public schools, she realized the potential benefits for establishing a professional development program that would address the needs of both. Cathy said, “They did just go through 8<sup>th</sup> grade and so, of course, the majority of those children who live in the city came to our middle school and high school as well. So I guess we’re all sort of in it together and plan for it. I don’t think it’s always been that way, as a matter of fact I know it hasn’t. So we’ve learned along way to developing that relationship. I think in the past it’s been kind of send them invite them to come whenever we were going to have anything but didn’t really ask what their interests were. Now I’ve been able to change that.”

The researcher learned that the new Birkshire LEA Title II coordinator hopes to expand the past relationship. As Cathy explained, “To my knowledge, in the past it has been strictly calling them to invite them if they wanted to participate in the professional development we were offering them, they were allowed. And, I’m not even sure how often that happened. . . .” To increasing communication and collaboration in professional development planning she said, “I’m just grateful that we do have that opportunity, as I have said I wasn’t aware of it before. I did know we included them, I mean, we invited them because I had the occasion to see one of their teachers but I’m glad we are actually able to have a meaningful, to sit down and actually have a meaningful consultation now with Paul because it’s going to benefit our community.”

Paul, the Birkshire Catholic school principal, identified several key factors making a strong collaboration between his school and the Birkshire LEA necessary. He cited the distance away from the Catholic Diocese of Richmond and other Catholic schools as a main reason for continuing communication with the LEA stating he regularly can communicate, “by phone. We would call them to see what is available. Again, they have indicated their willingness to cooperate with us. Again, we are miles from the nearest Catholic school that is part of the Diocese of Richmond. . . So I think that the cooperation level is probably we’re going to find it a little bit different than in the city of Richmond. But that’s just my thought.”

Paul, being a new principal at Birkshire Catholic school and working with a new Birkshire LEA Title II coordinator, recognized the importance of developing and maintaining an open collaborative relationship. Even though the relationship has not yet included professional development, it has begun in small ways in other areas. Paul noted that lending a helping hand is part of the culture of the community around them and he explained, “I don’t know, there’s always hope and I think that a lot of it does stem from the people who are in the positions here as principal and there as LEA directors and staff. I don’t know that it is as ingrained in here not to help as it might be elsewhere in this diocese.” He cited the weather closing of the schools saying, “For example, they don’t have to do it but last night I did receive a call from the person who is in charge of opening and closing or disseminating the information on opening and closing schools and I got a phone call last night saying we were in a 2-hour delay. And he called me at 7:10 this morning to tell me the decision had been made to close the schools today instead of the 2-hour delay. So, in that sense, that’s something they don’t have to do, but they do. So there is that kind of informal cooperation with the Birkshire public schools.”

### *Chesdin LEA and Catholic School Participants*

Midge, the Chesdin LEA, painted a different picture of her interaction with the Chesdin Catholic school stating, “In 2006 we held a point of contact meeting with our private schools. They met all grant coordinators at that time and exchanged email addresses. I sent an electronic copy of the request for funds form to those points of contacts.” She further indicated a continuing open line of communication exists for professional development training opportunities provided by the LEA to Chesdin Catholic school through “email, brochures, building level admin.” Midge did reveal that no increase in the level of interaction between the LEA and the Catholic schools has occurred since NCLB saying, “I’ve never had any school ask (for specific training). . . .”

Responses from the Catholic school participants, Wendy, Phil, and Trish, indicated doubt in identifying their supporting LEA professional development program director. When the researcher asked them who they would contact to request professional development support, Wendy replied, “Potentially by direct contact with the person in the division responsible for professional development—that development person.” Phil likewise answered, “Or [the person] responsible for the response.” When the researcher followed with asking if they could name that person, Wendy, Phil and Trish all replied, “No.”

The researcher then asked the Chesdin Catholic school participants how the LEA provides information to their school on what training is available and what dollar limit has been set for professional development services and support. All three participants replied that the LEA has not given them this information in the past nor has the LEA requested input addressing their school’s specific training needs. When asked what process was in place for their school to request specific training needs, Trish replied, “We have not ever made that effort, Dave, I’ll tell you that.”

### *Danhurst LEA and Catholic School Participants*

Helen, the Danhurst LEA participant, explained how she maintains contact with the Danhurst Catholic school. She said, “They have access to our website. And what we also do, once I know who they are, I have their email and so when we get things, when I have things that I’m offering to our teachers, they’re just on the list.” She described a line of communication with the private schools saying, “I’ve been dealing with these same people that have been interested in the Title II money. It’s been the same people for the last 5, 6, 7, 8 years, so.” Helen also said that she sends out letters of intent to participate in federal programs to 19 private schools but only two or three usually respond. The Danhurst Catholic school is one of the private schools choosing to participate.

Helen described the administration favorably saying, “They are lovely people. You’ll enjoy being there [for your interview].” But she also noticed a change in the frequency of communication between her and the Danhurst Catholic school saying, “They haven’t [requested any specific training] and this year I’ve barely heard from them. So, and I don’t know, a year or so ago I had two schools I talked to, I probably talked to them once a week. But this year I don’t know if they’re where they are and we’re where we are. But, I haven’t had the communication nearly as much as in the past.” The decrease in communication occurred simultaneously with the arrival of the current Danhurst Catholic school principal.

The researcher asked Helen, the Danhurst LEA, if she deals directly with the principal or a professional development coordinator at the Danhurst Catholic school. Helen replied she really did not know saying, “Yes, right, she could be [the principal], I’m not sure, she could be. . . .” The researcher asked if Helen thought the librarian is also the professional development coordinator. She replied, “Yes, I think so too. Let me see if I have her card. I don’t know.”

The researcher asked, at the end of the interview, if Tes and Sam, the Danhurst Catholic school participants, had anything else to add that was not covered either about the relationship with the LEA or professional development needs. Tes and Sam showed by their conversation between each other and the number of contacts they referred to in their dialogue that they were familiar with the Danhurst LEA federal program coordinators. The researcher has included part of the transcription of the interview to capture the flow of their response:

**Sam:** (to T) “Terry is the one you go to, right?”

**Tes:** “She’s the one that does the library media and coursework. George does the professional development.”

**Sam:** (to T) “And who is Helen?”

**Tes:** “Helen also. They try to split up the technology side there into professional development and technology training. And I think they are not providing anything that we are participating in right now.”

**Sam:** “Of course, now I know who does the ESL. But again, this is why I had Tes because she’s the one that is really handling it for the school even though I know what’s going on, I was assuming there wasn’t much more available than what we were already getting.”

**Tes:** “The ESL, as they explained it, there’s a separate campus program. For their ESL it would be the students would have to leave Danhurst Catholic school and go to another site.”

**Sam:** “That may be true but I have still yet to hear back from them. I was sure I’d hear back from Grace someday.”

Even though Tes and Sam had knowledge of the Danhurst LEA federal program coordinators, they were uncertain as to the scope of program participation and availability of services.

### *Summary of Perceptions*

There was a perception of close collaboration in only one of the four sites participating in the study. Ashcroft expressed the greatest satisfaction with the level of collaboration between the LEA and Catholic school participants. They also were the most complimentary of each other during the interview process. At two locations, Chesdin and Danhurst, the participants expressed a desire to increase the communication they feel is already in place noting that a collaborative professional development program would benefit both. At one location, Birkshire, the LEA and Catholic school participant expressed a willingness to develop a collaborative effort to develop mutually beneficial professional development training and are beginning to work toward that end. The major factor in a positive collaborative level of interaction appears to be the willingness of both LEA and Catholic school principals to establish and maintain open lines of communication.

### *Future Collaborative Professional Development Goals*

#### *Ashcroft LEA and Catholic School Participants*

Sheila, the Ashcroft LEA, spoke of the areas the Ashcroft LEA has focused on for professional development of her own teachers. The emphasis has been in reading and mathematics for the past several years with offerings of graduate level college courses leading to degree and license endorsements. She sees the value of all teachers pursuing these course offerings, “Because, what they teach in many of these courses are content strategies, comprehension strategies, how to reach students with the before, during, and after things you do, and it doesn’t matter what you teach. But it’s all about helping them understand how to read what you’re trying to work with them on. And so we encourage all of our teachers to use these to recertify with if they don’t get the degree.”

Sheila also identified another professional development opportunity available to the Ashcroft Catholic school teachers. “And also we have . . . opportunities. . . that we pay for right now, in the Math and Science Center. So I open up those classes [to the Catholic school teachers] too. I mean, that’s the right thing to do.”

Donald, the Ashcroft Catholic school principal, found the current professional development program established with his supporting LEA has successfully met his goals. When asked what kind of training opportunities he would like to see the division provide, he replied, “Exactly what they are doing. They are giving us opportunities for the teachers to take recertification classes, they offer our preschool, our food service, our instructional assistants, they provide us spaces if they have guest speakers to come in. They’ll call and say ‘Look your people are welcome to come.’ So really and truly I am very satisfied with what we have worked out and I feel like our teachers and staff are benefiting from it.”

He commented on the LEA’s willingness to change the professional development opportunities they provide should he request such a change. He has no intention to change the current program commenting, “The college courses [are] what we have agreed upon each and every year. They will say, ‘Has this worked for you? Do you want it to continue? Or, do you want to do something different?’ And so, it’s working for us, so, I’m keeping it. You know, the old adage ‘If it’s not broke, don’t fix it’, so. . . .”

#### *Berkshire LEA and Catholic School Participants*

Cathy, the Berkshire LEA, addressed the Catholic school’s need for technology training during the interview and expressed a willingness to help stating, “But I did contact him and went over to meet with him and discuss what their needs were, what their interests were. And, I learned through that that technology he said is of interest and they would appreciate any support

that we could give them in that area. As I said, this is for the 2009-2010 plan year. That we went ahead and we have several IT people in our school division who offer after school in-service staff development for our staff. So we hope to invite them to participate in that as well.”

Although recognizing the need for technology training, Cathy expressed a growing concern in the increasing poverty level of the area that is affecting the Birkshire LEA and possibly the Birkshire Catholic school as well. She noted, “The school division, our city, is increasing rapidly in poverty. So, we as a division are looking into doing some training, some background to look at what to do to work in poverty. So, of course, we would invite them as well into the city schools programs. I’m not sure they have the same issues as we have but our city in general is 56% poverty. And that has increased in the past 18 years up from in the 40 [%] it’s increased about 12%.”

Early in the interview Paul, the Birkshire Catholic school principal, expressed a need for technology training as part of his teacher professional development program. He later added, “So to answer your question as to what we would need, I’d say it would be, if anything, ways to keep that momentum going and have the faculty, perhaps, learn a little bit more on how to deal with students who have some learning difficulties. Although I’m hesitant to say that because we do have a volunteer, former teacher, who comes in and tests the children and works with the children who have special needs.”

#### *Chesdin LEA and Catholic School Participants*

Midge was asked if the Chesdin Catholic school had made any requests for future professional development support. Her response was, “No. In 2006 we held a point of contact meeting with our private schools. They met all grant coordinators at that time and exchanged email addresses. I sent an electronic copy of the request for funds form to those point of contacts.



I've never had any school ask. . . ." The researcher noted that no additional meetings have taken place since 2006. This was also confirmed during the interview with the Chesdin Catholic school participants.

The administrator participants from the Chesdin Catholic school identified areas for professional development easily within their own level but were uncertain of the overall school goals for the faculty as a whole. Trish, Wendy, and Phil demonstrated this during the interview when asked about working with the Chesdin LEA in planning future goals for professional development. Phil voiced his desires saying, "I think technology would be the main area." Trish and Wendy nodded in agreement.

But Trish, noticing the expression on Wendy's face, added, "Would you do something else?" Wendy replied, "I was going to say I would use technology too if that was available. I would also look at writing differentiation to support our efforts. And I know those are efforts that the public schools are working on too." Wendy showed here not only the knowledge of the professional development needed at her level in the Chesdin Catholic school, but also the commonality they share with the Chesdin LEA. The researcher discovered Wendy's knowledge of the LEA training came from interaction with teachers through informal networking, not with Midge, the LEA professional development coordinator.

#### *Danhurst LEA and Catholic School Participants*

Although unable to name the points of contact at the Danhurst Catholic school, Helen, the Danhurst LEA professional development coordinator, did respond favorably to the open communication she feels she has with the Danhurst Catholic school and the willingness of the LEA to provide support. She stated, "The lady that comes from there is absolutely delightful and I don't think she has any problems picking up the phone and calling me and saying I think we

would like something for our teachers. Because, we said we would be happy to provide, you know, if they needed something specific.” To date, however, this has not occurred.

Sam, the Danhurst Catholic school principal, spoke of the internal efforts to provide professional development training for her teachers in the area of technology. She also stated that it is still an area of interest for future training. When the researcher asked about future professional development training, Sam said, “Probably technology. Gladys is the technology instructor for the faculty and staff [here at Danhurst Catholic school] and she has done professional development for us and will do again this year but it would be nice to have additional support from the public school system, whatever they are offering in the way of technology. If they have anything going on with differentiated instruction, that would be nice to have something like that also from a public school standpoint.”

The researcher identified the passivity of the interaction between the LEA professional development coordinator and the Danhurst Catholic school principal by focusing in on tone of voice and the selection of words used in the response. Phrases used were “whatever they are offering” and “if they have anything going on” indicating a perceived inflexibility and acceptance of the LEA’s professional development training by the Danhurst Catholic school principal.

This was reinforced by the response Sam gave to the researcher asking if and how she has made contact with the LEA professional development coordinator for her school’s specific training needs. Sam replied, “No, I haven’t. No, I mean, I was under the assumption this entire time; this has been a process of information for me, especially hearing from the diocese. I didn’t really realize how much we were entitled to until, was it last spring, at the principal’s meeting, and then, of course, this fall at the, you know, kind of realized that we’re really not getting. I

think I just assumed we wouldn't get anything, so why ask." The diocesan Office of Catholic Education has included sessions regarding professional development, to include collaboration with supporting LEAs, in their last two principal training workshops.

### *Summary of Perceptions*

The LEA participants at all four locations expressed a willingness to support the future professional development training needs of their area Catholic schools. Only one, the Ashcroft LEA has actually made an effort to convert that willingness into reality. Two of the LEA participants, Cathy (Birkshire) and Midge (Chesdin), said they are improving their collaboration with their area Catholic schools by involving them more in the LEA's professional development planning process although they could not give the researcher specific details at the time. One LEA participant, Helen (Danhurst), thought, erroneously, that the collaboration for future professional development training with her area Catholic school was excellent and had no plans for improving the efforts.

The Birkshire LEA's professional development needs in the area of poverty may parallel the needs of the Birkshire Catholic school's professional development plans in the area of special education and provide an area of common interest for future professional development.

Of the Catholic school participants, one, Donald (Ashcroft), was pleased with the collaborative efforts on the part of the LEA for both for current and future professional development training. One Catholic school participant, Paul (Birkshire), was aware of the increased effort by the LEA to improve communication with his school, although this had not yet occurred. Two Catholic school participants, Trish (Chesdin) and Sam (Danhurst), were not aware of the willingness by the LEA participants to support their specific future professional

development training needs. They expressed the desire to initiate open communication with their LEA to improve this effort in the future.

### **Emerging Themes**

The researcher noted the responsibilities of both the LEA and the Catholic school principals in Chapter 2. This section will identify the emerging themes of the study from the perspective of the LEA as provider of services to the Catholic schools as receiver of services. Two emerging themes, communication and attitude, became key contributors to the study's conclusion.

#### *Communication: LEA to Own Schools for Planning Input*

All four LEAs spoke of the process used to develop each of their own professional development annual training plans based primarily on the needs of their own system schools. Sheila, the Ashcroft LEA, stated that “teachers meet monthly to address current (training) issues and plan for future training topics.” Similar statements from the other LEAs indicated the priority given to their own training needs. Midge, the Chesdin LEA and Helen, the Danhurst LEA, spoke of using their own principal and teacher input exclusively when developing the professional development annual training. Midge explained the planning process as “the principals meet annually to identify the common training needs expressed by their teachers.” These then become the basis for the upcoming professional development annual training plan. Helen echoed the same input from her “principals who identify training needs throughout the year and provide input continuously throughout the year.” The Berkshire LEA, Cathy, explained the training plan is primarily based on the “superintendent’s goals with issues addressing the concerns of principals also considered.”

*Communication: Between LEA and Catholic Schools for Planning Input*

Each of the Catholic school participants recognized the importance the LEA gives to their own schools when preparing their professional development annual training. Donald, the Ashcroft Catholic school principal, stated that while his teachers and staff were invited through a sharing of the LEA's training calendar and updates via telephone, to attend any of the Ashcroft LEA professional development training, the LEA, based on their own needs, set the focus for the training. He stated, that during the annual planning for professional development training, "Ashcroft is in partnership with a local university and they are focusing on math and reading." And that "they provide us space [based on Title II money we have available] if they have guest speakers to come in [for their professional development training]." Danhurst Catholic school principal, Sam, spoke of a limited communication with the LEA for input in a similar way saying the LEA is "offering professional development courses, which our teachers are welcome to take, on line courses that you can access through their web page." In this situation, the eligible course offerings are chosen by the LEA to meet their division goals. The Danhurst Catholic school is on the email list for notification of these course offerings as well as other training offered by the LEA to division teachers.

The Berkshire Catholic school principal, Paul, stated there is no communication between the Catholic school and the LEA for professional development training saying, "Well, as of right now, they have not provided any professional development services to us. The LEA's concern is her division." He did add, however, that the LEA has "indicated their willingness to cooperate with us." The Chesdin LEA stated that input identifying professional development needs was gathered "in academic service meetings" that did not include representatives from the Catholic schools. Trish, a Chesdin Catholic school principal verified this by saying, "We haven't heard

from the LEA in over 3 years.” Helen, the Danhurst LEA, indicated a decrease in communication with the Catholic school stating, “This year I don’t know if they’re where they are and we’re where we are. But, I haven’t had the communication nearly as much as in the past.” At only one site, Ashcroft, was input from the Catholic school administration collected during the professional development planning process.

### *Communication Summary*

Two specific patterns of communication were shown across all LEA participating sites. One pattern was defined by its involvement of division school administrators, curriculum specialists, and teachers for planning division training. The other was defined by the significant lack of involvement by Catholic school administrators and teachers. These patterns generally continued past the planning to the execution of the professional development training calendar throughout the year. The only exception to this was the Ashcroft LEA, Sheila, and Catholic school principal, Donald. Donald was included in the planning process and made aware of opportunities throughout the year by telephone and email updates from Sheila.

The priority for communication by the LEAs went first to their own schools and then, if at all, to the Catholic schools. The Catholic schools, in general, did not initiate communication but replied when contacted by the LEA.

### *Attitude of the LEA Toward Own Schools*

Sheila, the Ashcroft LEA, shared the attitude of all the LEAs when she described the importance of planning professional development and the implication it has on teacher proficiency. The faculty and staff of the schools, as content coordinators, are included as valued members of the planning process. She said, “We meet constantly, the content coordinators, the assistant superintendent for elementary, and I meet on an ongoing basis throughout the year.”

Because, “when we write our Title II [plan], that’s [impacting] teacher quality and professional development.”

Cathy, the Berkshire LEA, also stressed that the attitude of inclusion was important in preparing an effective professional development plan. She identified school and central office members who play an integral role in the process when she said, “I personally don’t decide what their professional development will be. We leave that up to the schools as well as the administration here, as in the assistant superintendent.” She went on to say that the assistant superintendent “provides surveys to the schools just basically to conduct something informal to say is there something in particular that you are interested in.”

The Chesdin LEA, Midge, expressed her attitude toward the importance of her schools in the professional development process by stating that the input comes primarily through faculty and administration “in academic service meetings.” She added that the central office (LEA) “overlays the information gathered in the academic service meetings to the basic goals of the superintendent.” This highlighted the importance place upon her own division personnel and minimized the importance of Catholic schools in the professional development process.

Helen, the Danhurst LEA, operates in much the same way as Midge, the Chesdin LEA. Input is gathered exclusively from Danhurst public schools through surveys and inquiries made to teachers and administrators. Helen explained, “I try to gather whatever comes in and then what we plan to do as a division.”

#### *Attitude of the LEA Toward Catholic Schools*

The attitude toward Catholic schools varied between sites visited by the researcher. Communication was open and ongoing with the Ashcroft LEA and the Ashcroft Catholic school. The attitude of the LEA toward the Catholic school was one of a partnership in providing the

best education possible for all the children of the county. Donald, the Ashcroft Catholic school principal, had this perception of the LEA's cooperative attitude when he shared, "We're all in the business of educating the young people of this area. And, when parents choose to send them to Catholic schools then they are supportive of that, and visa-versa."

An attitude of a yet to be established but anticipated partnership was shared with the researcher by the Birkshire LEA, Cathy, who pointed out a willingness to work together more closely in the future. She has already met with the Paul, the Birkshire Catholic school principal, and stated, "I think in the past it's been kind of send them invite them to come whenever we were going to have anything but didn't really ask what their interests were." Referring to her meeting with Paul last summer, she added, "Now I've been able to change that."

Midge, the Chesdin LEA, and Helen, the Danhurst LEA, shared a similar attitude toward their respective Catholic schools. Midge stated that her professional development process recognized the Catholic school as a recipient of services and not a partner in the planning. This was made clear when the researcher asked how the LEA gathers input for the annual review of teacher, staff, and administration professional development needs. Midge's reply of "in Academic Services meetings" attended only by public school personnel, which removed the Catholic school from the planning process. Helen, the Danhurst LEA, also recognized the Catholic school as a recipient of services and not a partner in the planning stating that, "Once I know who they are, I have their email and so when I have things that I'm offering to our teachers, they're just on the list."

#### *Attitude Summary*

The "what" that the researcher heard did not disclose the meaning behind the words as clearly as the "how" it was said by all the participants. For the LEAs, all but Ashcroft (Sheila),



conveyed through their voice inflection and mannerisms their willingness to have the Catholic schools participate in their training. However, these same non-verbal cues indicated that they would not accept input for the training or special requests for training during the professional development training planning process or entertain other training options for Catholic schools during the training year. The lack of personal contact at two of the LEAs, Chesdin (Midge), and Danhurst (Helen), left the Catholic school administrators frustrated. This feeling was identified during the interviews by the uneasiness the Catholic school administrators, Trish, Phil, and Wendy at Chesdin and Tes and Sam at Danhurst, displayed in answering questions related to knowing the LEA contacts (they did not) and answering how often they communicate with the LEA (they do not).

Table 5 provides a summary of the perceptions of communication and attitude described above. The figure is read from top to bottom using the following method. The Ashcroft LEA participant's Perception of Communication to public schools is positive. The Birkshire Catholic school participant's Perception of Attitude to public school (LEA) is negative. The significant perception pairs are those of the Catholic school participants to the public school (LEA) and those of the public school (LEA) participant to the Catholic school participant. Where both are positive, a cooperative exchange for professional development occurs. Where negatives appear, additional efforts are needed in the negative area for a cooperative exchange to occur.

Table 5

*Perceptions Drawn from the Two Emerging Themes*

	Ashcroft		Birkshire		Danhurst		Chesdin	
	LEA	Cath	LEA	Cath	LEA	Cath	LEA	Cath
Perception of:								
Communication to								
Public schools	pos	pos	pos	neg	pos	neg	pos	neg
Catholic schools	pos	pos	pos	pos	pos	pos	pos	pos
Attitude toward								
Public schools	pos	pos	pos	neg	pos	neg	pos	neg
Catholic schools	pos	pos	pos	pos	neg	pos	neg	pos

## **CHAPTER 5. CONCLUSIONS, RECOMMENDATIONS AND SUMMARY**

### **Conclusions**

#### *Responding to the Research Questions*

*What is the LEA's professional development coordinator's perception of the policies, processes, and procedures that include Catholic schools in professional development programs required under NCLB?* All of the LEA participants knew about No Child Left Behind (NCLB) and the requirement to include Catholic schools in the information gathering for participation in NCLB federal programs and for supplying Catholic school enrollment information.

Implementation of the requirements varied from site to site, as NCLB provides little guidance on how private schools are to be included in such programs.

The focus of all of the LEAs was on the LEAs' own professional development program to satisfy their own identified training needs. The researcher noted the minimal effort by the LEA to collaborate with their supported Catholic schools at 3 of the 4 sites (not Ashcroft). Furthermore, the Catholic school principals recognized this and are concerned with the ability to provide input during the NCLB process planning cycle.

*What is the LEA's professional development coordinator's perception of the involvement of Catholic schools in professional development programs?* The researcher found a close collaboration in only 1 (Ashcroft) of the 4 sites participating in the study. Ashcroft expressed the greatest satisfaction with the level of collaboration between the LEA and Catholic school

participants. The Ashcroft participants also were the most complimentary of each other during the interview process. At two other locations, Chesdin and Danhurst, the participants expressed a desire to increase the minimal level of communication they feel is already in place noting that a collaborative professional development program would benefit both. At the Birkshire location the LEA and Catholic school participant expressed a willingness to develop a collaborative effort to develop mutually beneficial professional development training and are beginning to work toward that end. The major factor in a positive collaborative level of interaction appears to be the willingness of both LEA and Catholic school principals to establish and maintain open lines of communication.

The LEAs at all four locations expressed a willingness to support the future professional development training needs of their area Catholic schools. Only one, Ashcroft, has actually made an effort to convert that willingness into reality. Two of the LEA participants, Birkshire and Chesdin, said they are improving their collaboration with their area Catholic schools by involving them more in the LEAs' professional development planning process although they could not give the researcher specific details at the time. One LEA participant, Danhurst, thought that the collaboration for future professional development training with her area Catholic school was excellent and had no plans for improving the efforts. This perception was not shared by the Danhurst Catholic school, however.

*How do Catholic school administrators perceive NCLB affecting their professional development programs?* The Catholic school administrators exhibited different levels of understanding of NCLB and the programs available to Catholic schools. Of the four participating Catholic school locations, two, Ashcroft and Birkshire, appeared comfortable with their level of knowledge of NCLB. The remaining two locations, Chesdin and Danhurst, expressed confusion

indicating the administration may have questions about their involvement in NCLB programs, which in turn, may have an impact on their participation.

The researcher believes the level of participation by Catholic schools in LEA Title II programs relates not only to the Catholic school principals' knowledge of NCLB but also to the relevance the LEAs' training has to the Catholic schools' professional training goals. When the principals of the Catholic schools find a commonality in professional development training topics, there is a higher level of participation. But, the commonality is identified as a result of the LEAs publishing their training calendar, and is not identified during the planning process for creating the calendar. Overall, the LEAs' professional development programs are created based on the LEAs' needs alone.

Of the Catholic school participants, one, Ashcroft, was pleased with the collaborative efforts on the part of the LEA for both for current and future professional development training. One, the Berkshire Catholic school participant, was aware of the increased effort by the LEA to improve communication with his school, although this had not yet occurred. Two Catholic school participants, Chesdin and Danhurst, were not aware of the willingness by the LEA participants to support their specific future professional development training needs. They did, however, express the desire to initiate open communication with their LEAs to improve this effort in the future.

### *Reflections on the Studies Related to Professional Development*

The role of the principal is pivotal since he has the knowledge of his teachers' needs as well as an insight into the district goals and resources. District professional development needs focus on broader impact across the entire district when they provide their novice teacher training.

The principal's role, then, is to identify the novice teacher needs and supplement the ongoing district level training that usually focuses on veteran teachers (Sarpy-Simpson, 2005).

The researcher found this to not only be true for public school principals and their knowledge of district training goals and the resources available to them but also for the Catholic school principals. When the Catholic school principals recognize the focus of their supporting district and the needs of their own faculty that align to the public school focus, they can effectively participate in the LEAs' training programs. Also, if the Catholic school principal recognizes the differences between their needs and the focus of the LEA for professional development training, the Catholic school principal can request additional special professional development training using their allocated Title II funding. The data analysis in Sarpy-Simpson (2005) revealed, “. . .regardless of the number of years of teaching, teachers perceive it is the role of the principal to provide professional development opportunities” (p. 55) This researcher found that the Catholic school principal is the key figure in identifying and conveying the needs of his faculty's professional development requirements to his supporting LEA. A positive relationship and open communication between the Catholic school principal and the supporting LEA is critical for developing effective professional development training support.

A second study focused on the need for professional development specifically for school administrators and those being raised to those positions. The lack of initial training and the support for ongoing professional learning were identified as key factors inhibiting effective school leadership (Malasa, 2007).

In interviews conducted during this study, this researcher found that only one Catholic school principal, Donald (Ashcroft), had a good knowledge base of NCLB and had effectively used that knowledge to establish a working relationship with his supporting LEA. This

knowledge came through both his individual effort and the cooperative sharing provided by the LEA.

Acting as the district level office for Catholic school principals, the Catholic Diocese of Richmond has the responsibility to train its principals, and they then train the faculty of their schools. The importance of this training was evident in the lack of knowledge shown by the Catholic school principals during the interview process and the low level of training provided to their teachers and staff through the Title II program.

A major outcome of a third related study was that the principal should also reach out beyond his own school to create a learning community among teachers. This bonding, centered on common interests (subject, grade level, etc.), encourages sharing of best practices and development of new concepts and strategies while making professional development an exciting opportunity rather than a burden (Bennett, 2007). The same was found in this researcher's study as well. At Ashcroft and Birkshire, where the LEAs considered professional development shared with Catholic schools as a benefit not only the Catholic school teachers but to the students, greater interaction with the Catholic school principals was evident.

The Ashcroft and Birkshire LEAs identified the impact of student transfers between the public and Catholic school systems and the need to have a base of commonality for teacher training. The Catholic school principals, also aware of shifting student populations, welcomed the dialogue with the LEA to establish and maintain common professional development training goals that would address the needs of both LEAs and Catholic schools, considering the more frequently occurring shifts in student population between the two.

## **Recommendations**

### *Recommendation One*

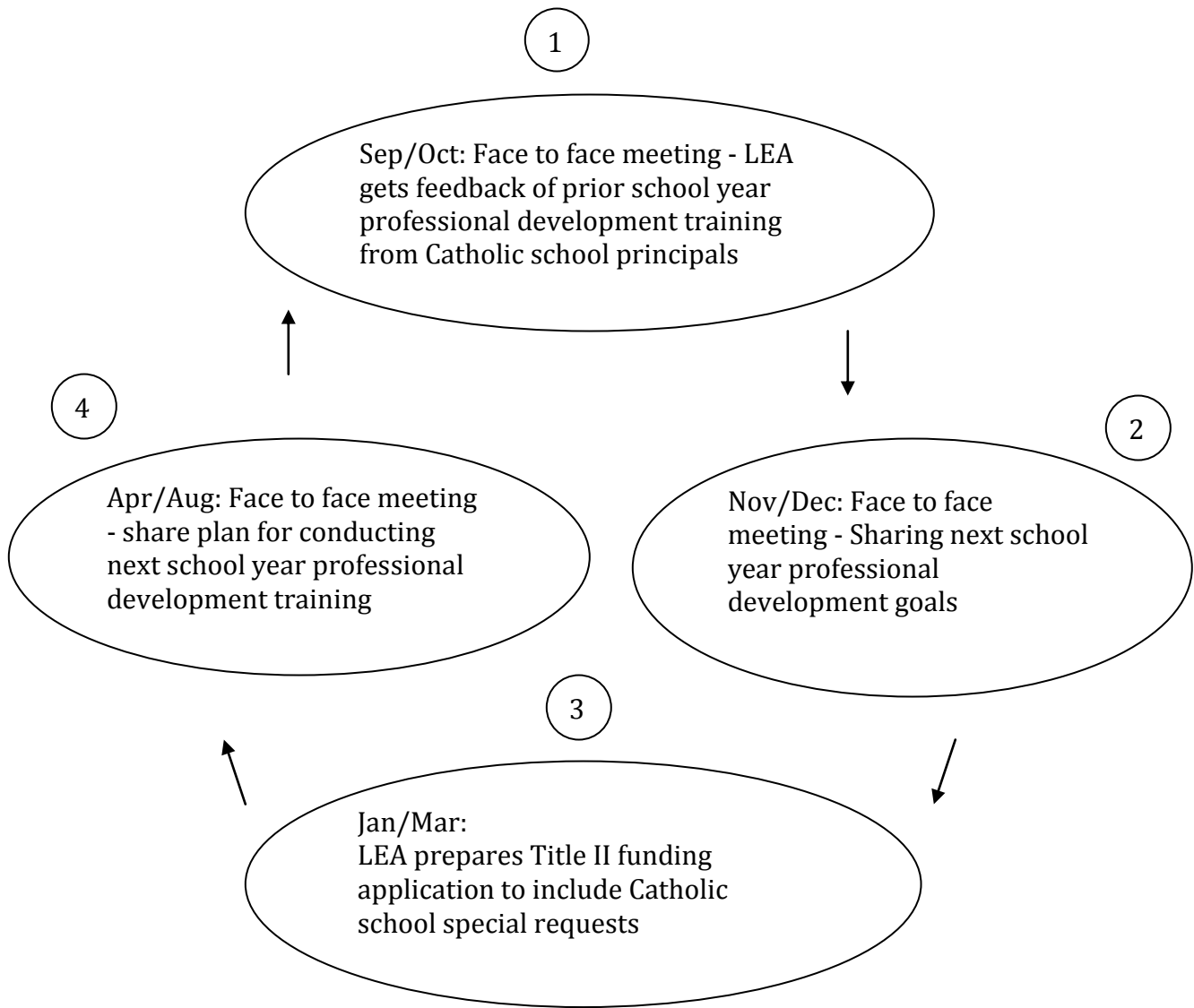
Throughout this study the researcher found various levels of interaction between the LEAs and their supported Catholic schools. While federal law and state guidelines offer mandates and recommendations to the LEAs, the State Department of Education allows flexibility to the LEAs to develop their own process for including Catholic schools in the Title II program. The state monitors the level of participation by Catholic schools in the Title II program by requesting enrollment figures are included for Catholic schools in each LEA's annual Title II program participation funding request.

Based on the variations found during this study both in process and level of communication, a common Title II professional development planning cycle would provide the LEA a simple tool to ensure effectively involving their supported Catholic schools. Figure 4 illustrates a cycle of events that LEAs could use for their annual professional development training process modeled after the best practices the researcher found at the Ashcroft location.

The figure is simple in its content but requires face-to-face meetings between the LEAs and the Catholic school principals. Based on the interaction experienced by this researcher the attitudes, perceptions, and concerns of each participant would be best shared through face-to-face meetings such as those used at the Ashcroft location. While not always the most convenient method of sharing information, this study reveals such an approach is crucial to establishing an ongoing relationship between the LEA and its corresponding Catholic school.

Beginning in September/October the Ashcroft LEA normally collects enrollment data and the intent to participate in federal programs from the Ashcroft Catholic schools within their division boundary. This is the first opportunity in this planning cycle (September-August) to





*Figure 4.* Title II professional development planning cycle

meet face-to-face with Catholic school administrators, gather information and establish the focus for the following school year professional development training. A face-to-face meeting would be best since this study noted half of the Catholic school participants could not identify the LEA and half of the LEA participants were uncertain of who was currently the contact in their respective Catholic schools. In subsequent years this meeting would also provide an opportunity to provide feedback of the past school year Title II training opportunities attended by the Catholic school faculty/staff.

After the Ashcroft LEA discusses the focus of training planned for the next school year, the Ashcroft Catholic school principals have an opportunity to determine how the LEA's professional development training could satisfy the training needs of the Catholic school faculty/staff. If the Catholic school principal requires additional or professional development in other areas, he can plan for alternative training using their Title II funding. A second face-to-face meeting between the LEA and the Catholic school principal would occur in the November/December timeframe allowing the Ashcroft LEA to respond to any special requests made by the Catholic school principal.

The Ashcroft LEA would then adjust their professional training as needed for the attendance of the Ashcroft Catholic school faculty/staff in the division's professional training or accommodate the special training needs of the Catholic school faculty/staff. This information is also added to the LEA's application for federal program funds and is sent to the State Department of Education in the January/March timeframe of the year prior to the planned professional development training.

A final meeting between the Ashcroft LEA and the Ashcroft Catholic school principal would occur in the April/August timeframe to plan for the upcoming school year professional

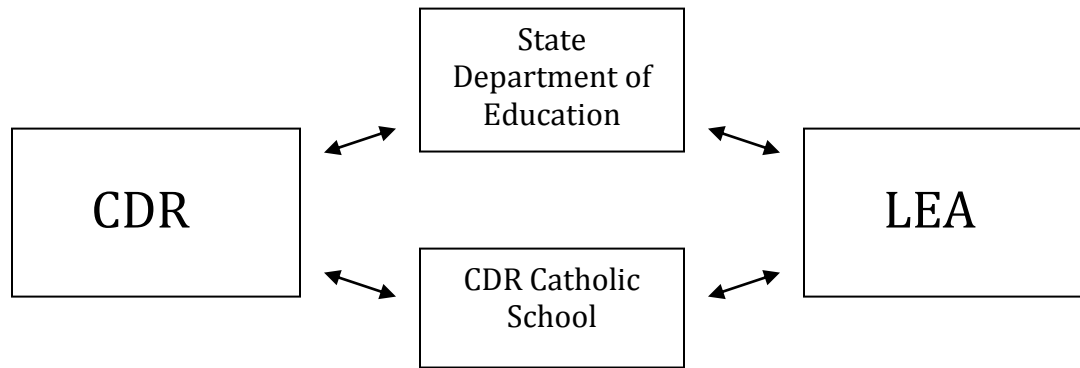
development training and establish reporting requirements for any professional development conducted. This meeting would also provide an opportunity for the LEA and the Catholic school principal to share the value and insights of the professional development training conducted during the current school year.

### *Recommendation Two*

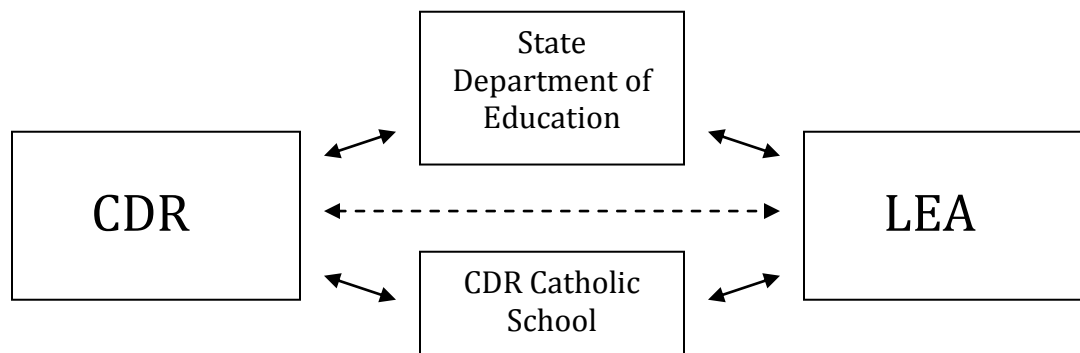
The Catholic Diocese of Richmond (CDR), Office of Catholic Education, operates as a central office to the Catholic schools but maintains limited operational control. While this allows each school the freedom to best serve its population, it diminishes the level of authority with which each school can speak when dealing with their LEA. The Office of Catholic Education interacts primarily with the State Department of Education in matters that affect its Catholic schools, leaving a void in the support network for Catholic schools at the LEA level.

It would be valuable to have a representative at the Office of Catholic Education to interface between the individual Catholic schools and their supporting LEA. Speaking from the level of a division office, the Office of Catholic Education is much more effective than a principal of a single Catholic school. Figure 5 illustrates an alternative line of communication involving the Diocese of Richmond as a division level equivalent to the LEA in matters affecting the CDR Catholic schools. The communication line between the CDR and the LEA is consultative and implies collaboration but not control between the two offices. This communication line would remind the LEA that the Catholic schools in their division are not single entities but do have a division level equivalent office that communicates directly with the State Department of Education.

Current



Proposed



*Figure 5.* Lines of communication

The CDR also includes training of the principals as part of ongoing administrator professional development. These studies indicated the need for the CDR to take the lead in consulting with LEAs on identifying the amount of professional development funds available to Catholic schools and include that information in the administrative professional development training they provide for their principals. This would enable the Catholic school principals to make use of their Title II professional development monies in a timely manner.

During the course of this study, the State Department of Education conducted two webinar/e-meeting sessions addressing the concerns of effectively managing federal programs to include Title II professional development training and participation by Catholic schools in Title II training. The first was conducted between representatives of the State Department of Education and public school LEAs to provide information and address their concerns. Topics during this session included equitable services to private (Catholic) schools in Title I, Part A, Title II Parts A and D, and Title III, Part A. Catholic school administrators were invited to be silent participants in this session. The second session invited Catholic school administrators and program directors to share their experiences and concerns about working with their supporting LEAs and participating in federal programs. LEAs were invited to be silent partners in this session.

While the webinar/e-meeting sessions were informational in nature and allowed the Catholic Diocese to gather support for their schools participation in federal programs, it did not reach any conclusions or commitments by either the State Department of Education or the Diocese of Richmond. It did, however give example of the commitment of both the State Department of Education and the diocese in support of schools under the Title II federal program. It also demonstrated to the Catholic school administrators the support the diocese is

able to provide through interaction with the State Department of Education. This may serve as an indicator that the future support to Catholic schools by the diocese is focused on working more effectively with their school's supporting LEAs for Title II services. It also lends support to the proposed lines of communication shown in Figure 5.

### *Recommendation Three*

Research in this subject area is very limited. Additional studies conducted comparing public and private, in particular, Catholic schools and their use of Title II professional development funding would broaden general knowledge of the similarities and differences between the Catholic and public school systems.

There are several possible variations to this study for future consideration. A qualitative study of a single location could be conducted to examine in more detail the personal interactions affecting the communication between and the perceptions of each administrator. To accommodate the larger volume of data and provide statistical analysis, a quantitative study could be conducted statewide using survey instruments. This would provide additional information to gauge the level of interaction between public and private, in particular, Catholic schools. This researcher's last recommendation would be a comparative study between diocese operating within the same state to identify differences between the methods used by each diocese and their effectiveness on the relationship between their schools and supporting LEAs.

Since all private schools come within the scope of NCLB and not only Catholic schools, a replication of this study would be beneficial to identify the level of professional development collaboration between LEAs and all private schools and focus more clearly on the impact of that level of collaboration.

## **Summary**

The purpose of this study was to identify the perceptions held by the key administrators responsible for teacher professional development in both the public and Catholic school systems within the geographical area of the Catholic Diocese of Richmond. An analysis of the entire NCLB act was beyond the scope of this study and the researcher has narrowed his focus to the implications of Title II, Part A, Teacher and Principal Training and Recruiting Fund as applied to nonpublic schools and as it is managed by the Virginia State Education Agency (SEA) through a sampling of Local Education Agencies (LEA) commonly known as divisions. Although the results of this study may not be generalizable, the variations between sites will enhance this study's usefulness.

A review of interview data, researcher notes, and researcher observations found perceptions varied based on the perspective of the participants. The LEAs generally perceived themselves as knowledgeable and compliant of the process and policies of NCLB regarding participation by the Catholic schools in their divisions. They also perceived that their level of communication met the minimum requirements under NCLB. The LEAs also perceived that the degree of participation by Catholic schools in their division's professional development training was an informed decision made by the Catholic school principal. Three of the 4 LEAs (Ashcroft the exception) currently had no provision in the professional development planning process to address the training needs of the Catholic school if those were different from the division needs.

The Catholic school principals were divided in their perception of how NCLB affects their own professional development programs. All of the Catholic school principals implied that they would become more involved in the Title II professional development program if communication improved with the LEA for involvement in the planning process to express their

specific professional development training needs. The Catholic school principals also stated the need for support from the Catholic diocese if involvement in planning their specific professional development training with the LEA did not occur. All the Catholic school principals interviewed also said they would find additional/updated training by the Catholic diocese helpful in securing their entitlements under NCLB.

This study was significant because it identifies both the LEA and Catholic school key administrators' perceptions of professional development practices influencing teacher development and performance. Current literature was absent of data that addressed this issue. This research will enable school organizations to better utilize their financial resources in the area of teacher professional development. It will also help them improve communication efforts, resulting in enhanced relevance of professional development training opportunities.

It must be acknowledged that private and public schools share more in their similarities than their differences. One of the most striking similarities is the requirement for licensed professional teachers and the continued training they must have for licensure renewal. First mandated by the Eisenhower Act and later by the No Child Left Behind Act of 2001 (NCLB), public school systems are required to assess and fund various teacher training needs on an annual basis for both public and nonpublic schools within the division's geographic area.

During the course of this study the researcher had the opportunity to meet and interact with administrators of both the Catholic schools and public school divisions. During two of these meetings with the LEAs from Ashcroft and Birkshire, the importance of collaboration between the two systems was expressed with vision and focus. Sheila, the Ashcroft LEA participant succinctly summed up including Catholic schools in her professional development training process as “. . .the right thing to do.” Cathy, the Birkshire LEA participant redirected the focus of



the value of close collaboration between the Catholic schools and public division beyond the administrators and teachers to the reason both systems exist—providing a better education for the students.

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*Zobrest et al v. Catalina Foothills School LEA*, 509 U.S. 1 (1993).

## Appendix A

### 2006-2007 Local Consolidated Application



Virginia Department of Education  
Office of Program Administration and Accountability  
P. O. Box 2120  
Richmond, Virginia 23218-2120

Check One:

☐ Original

☐ Revision :  
Revision #  
Date:

☐ Amendment:  
Amendment #  
Date:

#### A. COVER PAGE

2006-2007 Local Consolidated Application

Under the *No Child Left Behind Act of 2001*, Public Law 107-110

To be Completed by School Division							
Applicant (Legal Name of Agency) ALBEMARLE COUNTY PUBLIC SCHOOLS				Division Number 002		Coordinator of Consolidated Application	
Mailing Address (Street, City or Town, Zip Code)				Mailing Address if different			
Phone (ext):		Fax:		Phone (ext):		Fax:	
E-mail:							

#### LOCAL EDUCATIONAL AGENCY CERTIFICATION

**Use of Funds:** The applicant designated above applies for an allocation of federal assistance as appropriated under the *No Child Left Behind Act of 2001*. Funds are available to support local education reform efforts that are consistent with statewide education reform efforts to: 1) provide funding to implement promising education reform programs and school improvement programs based on scientifically-based research; 2) provide a continuing source of innovative and educational improvement; 3) meet the educational needs of all students; and 4) develop and implement education programs to improve student achievement and teacher performance. Specific uses of funds for this application are found in the "Guidelines, Instructions, and Assurances" document located on the Department of Education's website at <http://www.doe.virginia.gov/VDOE/Instruction/OC/nclb-applications.html>.

**Assurances:** The local educational agency assures that the programs identified in this application will be administered and implemented in compliance with all applicable statutes, regulations, policies, and program plans. **Additionally, the local educational agency agrees by signing below to implement the general and program specific assurances located in the "Application Guidelines, Instructions, and Assurances" packet. The assurances and signed cover page are to be retained at the division level.**

**Certification:** We hereby certify that, to the best of our knowledge, the information contained in this application is correct. The agency named above has authorized us as its representatives to file this application, and such action is recorded in the minutes of the School Board meeting held

on \_\_\_\_\_, 2006

\_\_\_\_\_  
Superintendent's Signature

\_\_\_\_\_  
Superintendent's Name

\_\_\_\_\_  
Date

\_\_\_\_\_  
Board Chairperson's Signature

\_\_\_\_\_  
Board Chairperson's Name

\_\_\_\_\_  
Date

**PROGRAMS INCLUDED IN THE CONSOLIDATED APPLICATION**

2005 - 2006 Allocation	2005 - 2006 Consolidated Yes or No	ELIGIBLE PROGRAMS			2006- 2007 Consoli- dated Yes or No	2006 - 2007 ALLOCATION TOTAL
1,208,701.00	No	Title I, Part A, Improving Basic Programs Operated by the LEAs			No	
55,124.00	No	Title I, Part C, Education of Migratory Children: Total of: only a: or only b.			No	0.00
		a. Division Allocation	Subtotal			
		b. Consortium - Total allowances for all divisions in the consortium	Subtotal			
		Title I, Part D, Neglected, Delinquent, or At-Risk			No	
397,277.89	No	Title II, Part A, Teacher Quality			No	
26,941.54	No	Title II, Part D, Enhancing Education Through Technology			No	
99,357.59	No	Title III, Part A, Limited English Proficient: Total of: a + c; b ÷ c; only a; or only c.			No	0.00
		a. LEP Subgrant: Not part of a consortium	Subtotal			
		b. LEP Subgrant: Consortium Lead Total of all consortium member allocations	Subtotal			
		c. Immigrant and Youth Subgrant	Subtotal			
51,378.00	No	Title IV, Part A, Safe and Drug-Free Schools and Communities			No	
26,952.00	No	Title V, Part A, Innovative Programs			No	
		Title VI, Part B, Subpart 2, Rural and Low -Income School Program			No	
TOTAL						0.00

a. Are there non-public schools in your school system's attendance area?

☐ Yes☐ No

If yes, please complete the rest of this page.

1. Documentation of this contact must be kept on file for program review purposes).

- |                          |                              |                          |                        |
|--------------------------|------------------------------|--------------------------|------------------------|
| <input type="checkbox"/> | Regular Mail                 | <input type="checkbox"/> | Certified Mail         |
| <input type="checkbox"/> | Telephone Calls              | <input type="checkbox"/> | Meetings               |
| <input type="checkbox"/> | Visits to the Private School | <input type="checkbox"/> | Other (Please specify) |

b. Indicate your projected K-12 student enrollment for the 2006-2007 school year:

c. List all the eligible private schools that are located in the geographic boundaries of your school division, their participation status, their average daily membership (grades K-12 only), and the method used to contact any of the schools that chose not to participate. If, after consultation with the private school, it is determined that equitable services are afforded via teacher attendance in the public schools' professional development program, indicate by selecting "Attendance Only" in column labeled "Participating?" If a private school does not participate, please indicate the method that was used to contact the school in column labeled "Method of Contact." If funding is to be allotted, the amounts will be automatically calculated when the enrollment figures and professional development amounts are entered.

d. Indicate the amount of funds and source used as the basis for calculating allocations:

Enter the larger amount of either the current amount proposed for professional development or the LEA allocation from the 2001 Eisenhower Professional Development Program: \_\_\_\_\_

[illegible]

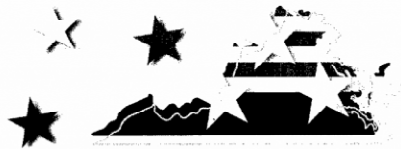
Appendix B  
Federal Program Monitoring

Federal Program Monitoring

**School Year 2005-2006**

*Title II, Part A  
Preparing, Recruiting and Training High Quality Teachers and Principals*

*No Child Left Behind Act of 2001*



Virginia Department of Education  
Division of Instruction  
Office of Program Administration and Accountability

**VIRGINIA DEPARTMENT OF EDUCATION  
FEDERAL PROGRAM MONITORING  
REVIEWER'S INSTRUMENT  
TITLE II, PART A**

**SCHOOL YEAR 2005-2006**

<b>Part II</b>	
<b>Federal Program Monitoring Reviewer's Instrument</b>	
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## SECTION A

### Purpose of the Federal Program Monitoring Reviewer's Instrument

The No Child Left Behind Act of 2001 (NCLB) requires the state educational agency to ensure that programs and activities are implemented as stipulated in the law. The Virginia Department of Education is responsible for adopting and using proper methods of administering each program included in the No Child Left Behind Act.

The Federal Program Monitoring Reviewer's Instrument has been prepared by the Virginia Department of Education as an on-site guide and checklist for the federal program monitor. The instrument has also been prepared for use by the local educational agency (school division) that is to receive a monitoring visit. It outlines the Title II, Part A, legislation section-by-section and lists possible evidence or documentation that can be presented by the school division to demonstrate compliance with the law.

School divisions should review the instrument in advance of the monitoring visit and prepare documents that would best show evidence of the division's implementation of the Title II, Part A, legislation according to the requirements of law. Federal program monitors will share their findings, as indicated by the appropriate check marks and comments, with school division personnel at the conclusion of the review schedule. If corrective actions are required as a result of the federal program monitoring visit, Title II, Part A staff will work with the school division to assure compliance.

**SECTION B: AREAS OF REVIEW FOR TITLE II, PART A**

**AREA # 6  
PRIVATE SCHOOL PARTICIPATION**

Requirements	Statute	Is there sufficient documentation that this requirement is being met?	Documentation	Actions Taken (or to be taken) to fulfill requirements and/or improve in areas of concern (include timeline for completion)	Notes:
Does the LEA comply with the provisions of Title II, Part A regarding timely consultation with private schools?	Section 1120 (b)(1-2)	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A	<input type="checkbox"/> Sign-on/sign-off sheet from each private school within division boundaries <input type="checkbox"/> Agenda and/or minutes from consultation <input type="checkbox"/> Letter(s) of notification		
Is there evidence that private school personnel were provided with opportunity to participate in development of professional development activities?	Section 1120(a)(1 & 3)	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A	<input type="checkbox"/> Meeting agendas/minutes <input type="checkbox"/> List of team members present during application development <input type="checkbox"/> Letter(s), emails, or records of phone calls to private school officials		

Requirements	Statute	Is there sufficient documentation that this requirement is being met?	Documentation	Actions Taken (or to be taken) to fulfill requirements and/or improve in areas of concern (include timeline for completion)	Notes:
Does the LEA comply with the private school provisions of Title II, Part A regarding provision of equitable services?	Sect. 1120 (c)(1)	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A	<input type="checkbox"/> Title II, Part A application <input type="checkbox"/> Evidence of contact with private schools to extend an invitation to participate <input type="checkbox"/> Sign-in sheets <input type="checkbox"/> Reimbursements <input type="checkbox"/> Budget documents <input type="checkbox"/> Other documentation on how equitable services were determined <input type="checkbox"/> Reimbursements submitted to LEA from private school <input type="checkbox"/> Inventory of equipment/assets provided to private school (should be maintained on inventory of LEA) <input type="checkbox"/> Copies of purchase orders or service agreements for private school services <input type="checkbox"/> Description of monitoring activities conducted by LEA related to activities carried out by private school(s)		
Does the LEA administer funds and maintain title to materials, equipment and property purchased for use by private schools according to provisions of Title II, Part A program?	Sect. 1120(d)(1)	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A			

Virginia Department of Education  
2005-06 Title II, Part A, Teacher Quality  
Application Checklist

Division Name: \_\_\_\_\_

Specialist: \_\_\_\_\_ Phone: \_\_\_\_\_ Email: \_\_\_\_\_

Total Allocation: \_\_\_\_\_

Application Approved: \_\_\_\_\_

<b>A. COVER PAGE</b> The school division information is complete.	
<b>B. PROGRAM OVERVIEW</b> <ul style="list-style-type: none"> <li>The instructional program is described, including the target populations, and how the division's program will contribute to the attainment of NCLB goals.</li> <li>Needs analysis data is evident.</li> </ul>	
<b>C. MEASURABLE OBJECTIVES</b> The measurable objectives are acceptable, and include services and activities that will insure highly qualified teachers, to improve student achievement.	
<b>D. COORDINATION OF SERVICES</b> A partnership between this program and other federal, state, and/or local programs in the delivery of services to targeted populations is described.	
<b>E. BUDGET SUMMARY</b> Matches budget breakdown and strategies	
<b>Detailed Budget Breakdown:</b>	
<b>Justifications: Staff Positions (1000/2000)</b> These are allowable and outlined in objectives/strategies.	
<b>Justifications: Professional Development (3000)</b>	
<b>Justification: Indirect/Internal Services (4000)</b>	
<b>Justification: Travel Costs (5000)</b>	
<b>Justification: Materials (6000)</b> Evidence that these are necessary for carrying out professional development or recruitment activities.	
<b>PRIVATE SCHOOL PARTICIPATION</b> Is there evidence of consultation or participation?	
<b>HIGHLY QUALIFIED TEACHER REPORT</b> Form is completed	HQT: _____ HQPP: _____ NonHQT: _____ nonHQPP: _____
<b>MAINTENANCE OF EFFORT</b>	03-04 _____ 04-05 _____

## **Title II, Part A Application Checklist**

### **Preparation for Application Development**

- ☐ A comprehensive needs assessment was conducted, with the input of teachers, paraprofessionals, parents, administrators, and private school personnel, as applicable. Describe sources of data utilized in conducting the needs assessment:

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Describe all personnel involved in completing the needs assessment:

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- ☐ Previous measurable objectives have been examined and evaluated for attainment and success.
- ☐ Private school personnel were contacted to invite participation in developing plan. If a private school wishes to receive funds, they must be involved with the planning process.

### **Planning and Developing Application**

- ☐ Describe all personnel involved in completing the application:

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- ☐ Program overview describes results of needs analysis and a brief overview of planned activities, the target populations, as well as the expected outcome of the activities.
- ☐ Coordination of Services section describes how other federal, state, and local funds will be utilized to support the activities planned. This section should also describe any other collaborative efforts with community groups, local consortia and/or institutions of higher education.
- ☐ Measurable objectives are clearly defined with specific targets.
- ☐ Strategies are written that directly relate to each of the measurable objectives.
- ☐ Strategies clearly outline scientifically-based research to support the proposed activities.
- ☐ Activities are allowable under Title II, Part A guidelines. See "Allowable Activities At a Glance" or "Title II, Part A, Non-Regulatory Guidance."
- ☐ Professional development activities are in compliance with provisions outlined in *High Quality Professional Development Criteria*.
- ☐ Funding priority has been given to schools with highest proportion of non-highly qualified teachers, highest class sizes, or schools in improvement status.
- ☐ All applicable funding sources are indicated for each measurable objective.

**Budget and Financial Considerations**

- ☐ Each item in the budget has been described in the strategies outlined in the Measurable Objectives section of plan.
- ☐ Materials and supplies are necessary to support professional development activities. Classroom supplies primarily for student use are not allowable.
- ☐ Travel costs are based on state travel regulations and are necessary for carrying out professional development related activities.
- ☐ All budget amounts add up to the appropriate allocation.
- ☐ Any applicable funds to private schools have been designated and noted in appropriate budget breakdown section. (Note: If, after meaningful consultation with private school personnel, equitable participation is assured via funding, the amount is based on the funds designated for professional development activities, i.e. the amount available after all personnel related services and any transferabilities are subtracted from the allocation. The set-aside for private schools is calculated on a per-pupil basis. It is presumed that the amount available for professional development is at least as much as the division was allocated under the former *Title II Dwight D. Eisenhower Professional Development Program of 2001*.)

**Program Specific Pages**

- ☐ Highly Qualified Teacher report has been completed. Unless the division can certify that all staff are highly qualified, it is expected that a portion of funds have been designated for professional development activities to assist these personnel in obtaining highly qualified status.
- ☐ Private School Participation chart has been completed.

**Other**

- ☐ Assurances have been read and are on file at the division level with the signed application.
- ☐ Principals in Title I schools have signed an annual letter of attestation that only highly qualified teachers are hired. This letter is to be kept on file at the school and in the division's Title I office.
- ☐ Any teachers hired into class size reduction positions must be highly qualified at the time of hire.
- ☐ Records of contact with private school personnel are documented and kept on file.

## Appendix C

### Request for LEA Permission to Conduct Study

David J. Urban  
1601 Headwaters Rd  
Midlothian, VA 23113  
Date \_\_\_\_\_  
LEA Superintendent Name \_\_\_\_\_  
Address \_\_\_\_\_  
Dear \_\_\_\_\_:

I am a doctoral student in educational leadership studies at Virginia Commonwealth University. The title of my dissertation is "A CASE STUDY OF COLLABORATIVE PROFESSIONAL DEVELOPMENT ACTIVITIES BETWEEN PUBLIC SCHOOL LEAS AND CATHOLIC SCHOOLS IN THE DIOCESE OF RICHMOND." The purpose of this study is to describe the perceptions of the interactions between LEA professional development coordinators and the Catholic school principals they service. Through a qualitative analysis, this study seeks to share their perceptions as they identify factors that impact their sense of interaction throughout the annual professional development cycle.

Your LEA has been selected because you have a Catholic school located within your geographic boundary. I ask your permission to interview the professional development coordinator that interacts with the Catholic school principals within your LEA.

Once I receive your permission, I will contact the professional development coordinator to arrange an interview. I will be asking approximately 10 open ended questions that I have designed. The semi-structured interview will be conducted at the professional development coordinator's location. I will ask permission to audio record the interview and take notes. The recording will be transcribed and a copy of the transcription will be returned to the professional development coordinator for review. The interview will take approximately thirty to forty-five minutes to complete.

The professional development coordinator will receive an envelope with a copy of your letter of permission and an informed consent form. I assure you that anonymity and confidentiality will be maintained. Reporting of results will not identify LEAs or participants.

Thank you for your consideration in providing permission to include your LEA as part of this study. If you have any questions, please contact me at 804-379-6551, e-mail: Durban8r@aol.com or my advisor Dr. Cheri Magill at 804-828-9805, e-mail: ccmagill@vcu.edu.

I look forward to your response. If I do not receive a reply by \_\_\_\_\_ I will assume you have granted me permission to contact your professional development coordinator.

Respectfully,

David J. Urban  
Doctoral Candidate  
Virginia Commonwealth University

Enclosures  
-Interview questions  
-Letter to professional development coordinator  
-IRB Dissertation Proposal Approval

## Appendix D

### Request for CDR Permission to Conduct Study

David J. Urban  
1601 Headwaters Rd  
Midlothian, VA 23113  
Date \_\_\_\_\_  
Chief School Administrator

Office of Catholic Schools  
7800 Carousel Lane  
Richmond, VA 23294  
Dear \_\_\_\_\_:

I am a doctoral student in educational leadership studies at Virginia Commonwealth University. The title of my dissertation is "A CASE STUDY OF COLLABORATIVE PROFESSIONAL DEVELOPMENT ACTIVITIES BETWEEN PUBLIC SCHOOL LEAS AND CATHOLIC SCHOOLS IN THE DIOCESE OF RICHMOND." The purpose of this study is to describe the perceptions of the interactions between LEA professional development coordinators and the Catholic school principals they service. Through a qualitative analysis, this study seeks to share their perceptions as they identify factors that impact their sense of interaction throughout the annual professional development cycle.

The Catholic Diocese of Richmond has been selected as a convenience sample. Due to its location and geographic expanse the diocese offers an opportunity to gather data from thirty Catholic schools and eighteen supporting local education agencies.

Once I receive your permission, I will contact the principals to arrange an interview. I will be asking approximately 10 open ended questions that I have designed. The semi-structured interview will be conducted at the principal's school location. I will ask permission to audio record the interview and take notes. The recording will be transcribed and a copy of the transcription will be returned to the professional development coordinator for review. The interview will take approximately thirty to forty-five minutes to complete.

The principal will receive an envelope with a copy of your letter of permission and an informed consent form. I assure you that anonymity and confidentiality will be maintained. Reporting of results will not identify participants.

Thank you for your consideration in providing permission to include your principals as part of this study. If you have any questions, please contact me at 804-379-6551, e-mail: Durban8r@aol.com or my advisor Dr. Cheri Magill at 804-828-9805, e-mail: ccmagill@vcu.edu.

I look forward to your response. If I do not receive a reply by \_\_\_\_\_ I will assume you have granted me permission to contact the Catholic school principals.

Respectfully,

David J. Urban  
Doctoral Candidate  
Virginia Commonwealth University



## Appendix E

### Participant Letter of Introduction

David J. Urban  
1601 Headwaters Rd  
Midlothian, VA 23113  
Date \_\_\_\_\_  
Professional Development Coordinator Name \_\_\_\_\_  
Or  
Catholic School Principal \_\_\_\_\_  
Address \_\_\_\_\_  
Dear \_\_\_\_\_:

I would like to invite you to take part in a rare educational opportunity. Did you ever want to share your success stories with others but didn't have the vehicle to assist you? An educational study titled "A CASE STUDY OF COLLABORATIVE PROFESSIONAL DEVELOPMENT ACTIVITIES BETWEEN PUBLIC SCHOOL LEAS AND CATHOLIC SCHOOLS IN THE DIOCESE OF RICHMOND" may be just your opportunity to provide a model for others.

In the next few months I will be conducting interviews with the local education agency (LEA) professional development coordinators and the designated Catholic school principals they service to identify programs and policies that effectively engage Catholic schools in the LEA professional development design process

Participation will be limited, so please say "yes" within the next 10 days by reply to phone or e-mail provided. Participating LEAs and Catholic school administrators selected for interview will be contacted to schedule a thirty to forty-five minute interview. A copy of the LEA or CDR letter of permission and an informed consent form will be provided.

To maintain confidentiality, all individual names will be removed from the interviews and subsequent data.

This study has the approval of the LEA (Superintendent), the Catholic Diocese of Richmond, and Institution Review Board of Virginia Commonwealth University. If you have any questions, please contact me at 804-379-6551, e-mail: Durban8r@aol.com or my advisor Dr. Cheri Magill at 804-828-9805, e-mail: ccmagill@vcu.edu.

Thankfully,

David J. Urban

Doctoral Candidate  
Virginia Commonwealth University

Enclosures  
-LEA/CDR approval letter  
-Consent form

## Appendix F

### Catholic Schools and Supporting LEAs

(County = Co, Independent City = IC)

1. Virginia Beach (IC) for Star of the Sea, St. Matthew, St. John the Apostle, St. Gregory the Great, Bishop Sullivan Catholic High, Holy Family Day School
2. Norfolk (IC) for St. Pius X, Holy Trinity, Christ the King, St. Patrick's
3. Hampton (IC) for St. Mary Star of the Sea
4. Newport News (IC) for Our Lady of Mt. Carmel, Peninsula Catholic High School
5. Portsmouth (IC) for Portsmouth Catholic Elementary School
6. Williamsburg (IC) for Walsingham Academy
7. Richmond (IC) for St. Benedict, Benedictine, St. Gertrude, All Saints, St. Bridget
8. Henrico (Co) for St. Mary, Our Lady of Lourdes
9. Chesterfield (Co) for St. Edward-Epiphaney
10. Powhatan (Co) for Blessed Sacrament/Huguenot
11. Albemarle (Co) for Charlottesville Catholic School
12. Staunton (IC) for Guardian Angel Regional Catholic School (closing 2007-8)
13. Danville (IC) for Sacred Heart School
14. Lynchburg (IC) for Holy Cross Catholic School
15. Roanoke (IC) for Roanoke Catholic School
16. Bristol (IC) VA for St. Anne
17. Petersburg (IC) for St. Joseph
18. Roanoke (Co) for private candidate school, St. John Neumann]

## Appendix G

### Informed Consent Form

#### **INFORMED CONSENT**

A CASE STUDY OF COLLABORATIVE PROFESSIONAL DEVELOPMENT ACTIVITIES  
BETWEEN PUBLIC SCHOOL LEAS AND CATHOLIC SCHOOLS IN THE DIOCESE OF  
RICHMOND.

Researcher: David J. Urban, e-mail: [urban8r@aol.com](mailto:urban8r@aol.com)  
Phone: 804-379-6551 or 804-536-2656  
Mailing address: 1601 Headwaters Rd, Midlothian, VA 23113  
Committee Chairperson: Dr. Cheri Magill, e-mail: [ccmagill@vcu.edu](mailto:ccmagill@vcu.edu)  
Phone: 804-828-9805

#### **I. INTRODUCTION**

You are invited to take part in a research study. Before you decide to take part in this study, you need to understand the risks and benefits. This form provides information about the research study. The investigator of the research study and the researcher will be available to answer your questions and provide further explanations. If you agree to take part in the research study, you will be asked 10 open-ended questions in a semi-structured interview that should take approximately 30-45 minutes. Your responses will be audiotaped to assist me in transcribing your responses. You will be given a copy of the transcription for your review.

Your decision to take part in the study is voluntary. You are free to choose whether or not you will proceed with the interview.

#### **II. PURPOSE**

This study is being conducted to partially fulfill the requirements of the Virginia Commonwealth University doctoral program. The purpose of this study is to describe the perceptions of the interactions between LEA professional development coordinators and the Catholic school principals they service. Through a qualitative analysis, this study seeks to share their perceptions as they identify factors that impact their sense of interaction throughout the annual professional development cycle.

#### **III. PROCEDURES**

Your location was one of 5-10 sites selected within the geographic area of the Catholic Diocese of Richmond. Following approval to conduct this research from your Superintendent of school or his representative, you were sent a cover letter. The total amount of time you will be asked to participate in this study is approximately 30-45 minutes through an interview process.

#### **IV. POSSIBLE RISKS**

To the best of the researcher's knowledge, the research activity that you will participate in will pose no more psychological (stress) risk of harm than you would experience in everyday life.

## **VI. POSSIBLE BENEFITS**

There are no expected personal benefits associated with taking part in this research study. The information gained from this study, however, may benefit knowledge and other individuals in the future. This study may be beneficial to educational leaders, senior level administrators and principals. They will be able to compare perception of the level of involvement in LEA professional development programs and determine if greater interaction is necessary to enhance teacher and administrator professional development.

## **VII. COSTS**

There are no costs associated with taking part in this research study.

## **VIII. COMPENSATION**

You will not receive any financial compensation for participating in this study.

## **IX. RIGHT TO WITHDRAW FROM THE STUDY**

Your participation in this research study is strictly voluntary. You may choose to stop participation or withdraw from the study at any time. You will be told of any new information about the research study that may cause you to change your mind about participation.

## **X. CONFIDENTIALITY OF RESEARCH RECORDS**

Your responses will be held confidential. Only the researcher is aware of your name, and it will not be shared with anyone. Your anonymity is guaranteed. Your responses will only be used for research purposes.

## **XI. QUESTIONS**

If you have any questions about the procedures of this research study, please contact David Urban by e-mail: [urban8r@aol.com](mailto:urban8r@aol.com) or phone: 804-379-6551 or 804-536-2656.

You may also contact my research advisor, Dr. Cheri Magill by e-mail: [ccmagill@vcu.edu](mailto:ccmagill@vcu.edu) or phone: 804-828-9805.

Thank you in advance for your time and significant contribution to this study.

Respectfully,

David J. Urban  
Doctoral Candidate  
Virginia Commonwealth University

I have read the above description of this research study. I have been informed of the risks and benefits involved, and all my questions have been answered to my satisfaction. Furthermore, I have been assured that any future questions I may have will also be answered by a member of the research team. I voluntarily agree to take part in this study. I understand I will receive a copy of this consent form.

Printed (Typed) Name of Subject

Subject's Signature  
Date

## Appendix H

### Interview Form

#### A CASE STUDY OF COLLABORATIVE PROFESSIONAL DEVELOPMENT ACTIVITIES BETWEEN PUBLIC SCHOOL LEAS AND CATHOLIC SCHOOLS IN THE DIOCESE OF RICHMOND.

Date: \_\_\_\_\_, 2007 Time: \_\_\_\_\_ (am/pm) Male: \_\_\_\_ Female \_\_\_\_ Setting \_\_\_\_\_  
Longevity: LEA PD Coord \_\_\_\_\_ Principal \_\_\_\_\_  
Subject Code: \_\_\_\_\_ LEA PD Coord \_\_\_\_\_ Principal \_\_\_\_\_

This study will compare perception of the level of involvement in LEA professional development programs and determine if greater interaction is necessary to enhance teacher and administrator professional development.

**Preamble:** Thank you for taking the time to participate in this study. There are some things I would like to share with you before we start the interview.

Ø I will be asking you open-ended questions, and will write notes as you are audio-recorded.

Ø All information from this information is strictly confidential. You will not be identified in this study, or in any report stemming from this study.

Ø I have created a subject code to identify you.

Ø None of your direct quotes will be used without your prior permission. When quoted, your identity, location, and place of employment will remain confidential.

Ø Your name and place of employment will only be known to me, your researcher.

Ø The confidentiality of your name and place of employment is also under the purview of the Institutional Review Board at Virginia Commonwealth University.

Ø Please be assured that there are no correct or incorrect answers. I will be attempting to share LEA professional development coordinator's and principals' thoughts, feelings, perspectives, and, experiences regarding participation in professional development programs.

#### RELEASE FORM

##### **Permission to use Quotations**

The purpose of this form is to secure the permission to use quotations from the semi structured interview(s), which is part of a research study regarding perceptions on the level of interaction in professional development programs, conducted by David Urban.

Subject's Name: \_\_\_\_\_

The undersigned (subject of the study and originator of the quotation) hereby grants permission for David Urban to utilize quotations by the undersigned to be reported in his research study regarding perceptions on the level of interaction in professional development programs, and any subsequent publications resulting from said study.

The anonymity and place of employment of the undersigned will remain confidential at all times.

\_\_\_\_\_  
(Signature of Subject) (Date)

## Appendix I

### LEA Interview Guide Areas

- 1) Tell me a little about your career in this school division. How long have you worked here?
- 2) In what types of jobs?
- 3) What is your current role?
- 4) What are your responsibilities with respect to implementing professional development requirements?
- 5) How are teachers, staff, and administrators in both public and Catholic schools made aware of the opportunities available for professional development through the LEA?
- 6) How many Catholic schools are in the LEA area? How many does the LEA support with professional development services?
- 7) Tell me how the LEA gathers input for the annual review of teacher, staff, and administration professional development needs?
- 8) How has the level of interaction between the LEA and the Catholic schools increased since NCLB?
- 9) Tell me what you know about how the level of equitable service for Catholic schools is determined?
- 10) How have the Catholic schools in the LEA area requested specific professional development? How was it possible for the LEA to meet the request?

## Appendix J

### Catholic School Interview Guide Areas

- 1) Tell me a little about your career in this school division. How long have you worked here?
- 2) In what types of jobs?
- 3) What is your current role?
- 4) What are your responsibilities with respect to implementing professional development requirements?
- 5) Tell me how the LEA initially makes contact with your school?
- 6) Which LEA provides Title II Part A Professional Development services to your school?
- 7) How many teachers do you have? Staff? Administration personnel?
- 8a) Tell me what professional development training opportunities you would like to see for your teachers, staff, and administration?
- 8b) How do you make the LEA aware of your professional development desires?
- 9) Tell me what you do to provide input to the LEA professional development design?
- 10) How and how often does the LEA provide information on available Title II Part A Professional Development services?

## Vita

David Urban received his BA in Education in 1974 from the University of Illinois at Chicago Circle (UICC). Following his degree, he taught science and mathematics to junior high students in the Archdiocese of Chicago before entering his initial tour of duty with the US Army as a pharmacy specialist in 1976.

Returning to Chicago from his active duty tour with a reserve officer commission, David returned to teaching in Catholic schools while pursuing a MA in Education Administration and Supervision through UICC. After receiving his degree, he went on to serve the Catholic schools in Chicago as a principal before re-entering active duty with the Army in 1986. David retired from active duty service in 2003 holding qualifications in Medical Service, Adjutant General, Finance, and Quartermaster branches.

David served on the Quality Assurance Board of the Office of Catholic Education during the diocese initial accreditation visit by the Southern Association of Colleges and Schools (SACS). The Catholic Diocese of Richmond was the first diocese in the nation to receive SACS accreditation as a diocesan system. He is also trained as a SACS evaluation team member. David has served as principal and assistant principal for schools in the Catholic Diocese of Richmond since 2003 and holds certification in teaching and school administration in both Illinois and Virginia.